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Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Observations and recommendations on cross-cutting issues related to peacekeeping operations

Report of the Advisory Committee on Administrative and Budgetary Questions

Contents

		Page
	Abbreviations	2
I.	Introduction	3
II.	Reports of the Secretary-General on the financing of peacekeeping operations	3
	A. General observations and recommendations	3
	B. Planning, budgeting and financial management	9
	C. Delivery of support to peacekeeping missions	17
	D. Human resources issues	31
	E. Air operations	38
	F. Programmatic activities and quick-impact projects	44
	G. Environmental management issues	50
	H. Other matters	53
III.	Conclusion	55
Annexes		
I.	Reports considered by the Advisory Committee on Administrative and Budgetary Questions on issues related to peacekeeping	56
II.	Deductions to troop-formed police unit personnel reimbursements since the 2013/14 period	59
III.	Aircraft passenger utilization in peacekeeping missions, January to December 2016	60
IV.	Cost and capacity of renewable energy systems installations in peacekeeping missions	63
V.	Private security contractors in peacekeeping missions in 2017	64

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Abbreviations

AMISOM	African Union Mission in Somalia
MINURSO	United Nations Mission for the Referendum in Western Sahara
MINUSCA	United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic
MINUSMA	United Nations Multidimensional Integrated Stabilization Mission in Mali
MINUSTAH	United Nations Stabilization Mission in Haiti
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
UNDOF	United Nations Disengagement Observer Force
UNAMID	African Union-United Nations Hybrid Operation in Darfur
UNFICYP	United Nations Peacekeeping Force in Cyprus
UNIFIL	United Nations Interim Force in Lebanon
UNISFA	United Nations Interim Security Force for Abyei
UNMIK	United Nations Interim Administration Mission in Kosovo
UNMIL	United Nations Mission in Liberia
UNMISS	United Nations Mission in South Sudan
UNMOGIP	United Nations Military Observer Group in India and Pakistan
UNOCI	United Nations Operation in Côte d'Ivoire
UNSOA	United Nations Support Office for the African Union Mission in Somalia
UNSOS	United Nations Support Office in Somalia
UNTSO	United Nations Truce Supervision Organization

I. Introduction

1. The present report contains the observations and recommendations of the Advisory Committee on Administrative and Budgetary Questions on cross-cutting issues relating to the financing of peacekeeping operations. In section II below, the Advisory Committee addresses matters arising from the reports of the Secretary-General on peacekeeping operations, including his most recent report on the overview of the financing of the United Nations peacekeeping operations (A/71/809) and, where relevant, makes reference to recommendations or observations of the Board of Auditors. A separate report of the Committee on the report of the Board of Auditors on the financial statements of the United Nations peacekeeping operations for the 12-month financial period ended 30 June 2016 is contained in document A/71/845.

2. In view of the recent report by the Secretary-General on preventing and responding to sexual exploitation and abuse and the expanded treatment of this issue as a matter for the entire United Nations system (see A/71/818), the Committee's related observations and recommendations, previously included in its annual cross-cutting report on peacekeeping operations, are this year set out in its report dedicated to that subject (A/71/867).

3. The list of the reports related to peacekeeping that were considered by the Advisory Committee during its winter 2017 session is provided in annex I to the present report. During its consideration of the cross-cutting issues relating to the financing of peacekeeping operations, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 21 April 2017.

II. Reports of the Secretary-General on the financing of peacekeeping operations

A. General observations and recommendations

4. Pursuant to General Assembly resolution 59/296, the Secretary-General's annual report on the financing of peacekeeping operations provides an overview of the financial and administrative aspects of United Nations peacekeeping operations. The most recent report presents consolidated information on the performance of the budgets for the period from 1 July 2015 to 30 June 2016, the budget proposals for the period 1 July 2017 to 30 June 2018 and the status of the Peacekeeping Reserve Fund.

5. In 2016 the General Assembly adopted a resolution on cross-cutting issues relating to peacekeeping operations (resolution 70/286). Subject to the provisions of that resolution, the Assembly endorsed the conclusions and recommendations of the Advisory Committee contained in its related cross-cutting report (A/70/742), and requested the Secretary-General to ensure their full implementation.

1. Format and presentation of reports

6. The Advisory Committee notes that the most recent overview report follows the approach taken in 2016, in which, the content and format of the document had been streamlined to focus upon new developments, policy changes and management challenges (see A/70/742, para. 4). The General Assembly, in its resolution 70/286, welcomed the new format of the overview report and encouraged further positive developments in this regard, specifically reiterating a request to ensure that budget

data is provided in tabular, editable format in order to enhance the document's transparency (see resolution 70/286, para. 12).

7. The Advisory Committee notes that the most recent overview report (A/71/809) continues to reflect a more succinct, focused and analytical approach, with extensive use of tables and graphics. More detailed data-driven information is reflected in the accompanying annexes. The report also contains a section dedicated to policy matters of particular interest to the General Assembly as well as a related annex, setting out information on specific requests and decisions contained in its resolution 70/286. **The Advisory Committee welcomes once again the submission of a streamlined overview report that focuses on new developments, policy changes and management challenges facing peacekeeping operations. The Committee notes continued improvements to the content and format of the report, and encourages the Secretary-General to further his efforts to improve the presentation, format and quality of information contained in future overview reports.**

8. The Advisory Committee also notes that the most recent overview report, as well as the reports on individual peacekeeping operations and the supplementary information provided, now contain considerably more detail for its review. Now that the new enterprise resource planning system, Umoja, is substantially in place, with an enhanced capacity to provide business intelligence data, the Committee anticipates that the Secretary-General will be better placed to include improved analysis and cross-cutting data in future reports. **The Advisory Committee looks forward to the provision of increased analytical information in future reports on its peacekeeping operations.**

9. In the present cross-cutting report, the Advisory Committee will also continue the approach taken in recent years to provide the General Assembly with targeted advice on those subjects for which, in the view of the Committee, there have been, inter alia, (a) significant new developments reported in the Secretary-General's report on the overview of the financing of the United Nations peacekeeping operations; (b) additional observations of the Committee since the issuance of its most recent cross-cutting report; or, (c) concerns relating to the management and administration of peacekeeping resources, including those reported in the most recent report of the Board of Auditors[1] and those for which previous commitments to improve operations, systems or procedures have fallen short (see A/70/742, para. 7).

10. Furthermore, the observations and recommendations of the Committee are not reproduced in the present report when the Committee has recently made extensive observations and recommendations elsewhere on specific subjects — such as accountability, procurement and contract management, standards of accommodation for air travel and the implementation of Umoja — that cover the entire scope of the Secretariat, including its peacekeeping operations (see A/71/820, A/71/823, A/71/822 and A/71/628).

2. Operating context and planning assumptions for peacekeeping

11. In his overview report, the Secretary-General indicates that many peacekeeping operations are successfully supporting the consolidation of peace and security in post-conflict environments, while others continue to face the challenge of operating in the context of an absent or fragile political process. The proliferation of non-State armed groups and the growing threat of violent extremism contribute to

[1] See also A/71/5 (Vol. II) and the report of the Secretary-General (A/71/801) and the observations and recommendations of the Advisory Committee's report thereon contained in A/71/845.

environments that are non-permissive for peacekeeping deployment, taking peacekeepers' lives and highlighting the gap between expectations and capabilities. From January to December 2016, attacks against peacekeepers resulted in 32 fatalities and 106 injuries. Given the rapidly evolving and highly complex environment in which United Nations peacekeepers are deployed, the Secretary-General indicates that the United Nations is rethinking the way its peacekeeping missions are planned and conducted to make them faster, more effective and both responsive and accountable to the needs of the people they serve (A/71/809, paras. 3-5).

12. The Secretary-General has announced that reforming the United Nations peace and security strategy, functioning and architecture will be a key priority. The overview report indicates that a process is under way to improve the effectiveness of United Nations system entities working in the peace and security pillar and the coordination of this pillar with other pillars of the Secretariat. An internal review team will submit to the Secretary-General by June 2017 recommendations on initiating a process of consultations with Member States and relevant entities. In the meantime, the Secretary-General has taken immediate steps within his authority to co-locate certain offices within the Departments of Peacekeeping Operations, Political Affairs and Field Support and to improve information management procedures through a change in the reporting line of the United Nations Operations and Crisis Centre (ibid., paras. 10-12).

13. **The Advisory Committee looks forward to the completion of the Secretary-General's reform proposals on the peace and security pillar and trusts that all related budgetary and administrative implications, if any, will be submitted for the consideration of the General Assembly in due course. As regards the most recent overview report, the Committee's consideration of the report should not be viewed as an endorsement for any initiatives of projects referred to therein on which no specific action is proposed. Any related resource implications related to such projects will be considered on their own merits when presented.** The Committee's observations and recommendations with respect to individual mission budget proposals, the United Nations Logistics Base at Brindisi, Italy, the Regional Service Centre in Entebbe, Uganda, and the support account are contained in its respective reports on those subjects.

14. Six priorities of the Secretary-General for peacekeeping operations for the 2017/18 period are set out in paragraphs 15 to 23 of the report and discussed in subsequent sections of the report. These are: (a) bolstering capacities to support effective political solutions; (b) ensuring critical uniformed and civilian capabilities for mandate delivery in complex and dangerous environments; (c) protecting civilians and implementing human rights-related mandates; (d) ensuring responsible engagement with host countries and bolstering the "do no harm" principle; (e) forging and strengthening partnerships with regional and subregional organizations and mechanisms; and (f) effective and efficient support to the field.

15. The Secretary-General sets out the strategic planning assumptions that underpin the resource requirements for 2017/18 (ibid., paras. 153-155), indicating that the focus of United Nations peacekeeping will remain on Africa and the Middle East. Specifically, he indicates that the overall level of resources required for the 2017/18 period shows a slight increase as compared to the prior period primarily due to reinforcements or higher levels of deployments in MINUSMA, MINUSCA, UNMISS, UNISFA and UNDOF, partly offset by the withdrawal of UNOCI by 30 April 2017, the drawdown and planned closure of UNMIL by 30 April 2018, the completion of elections in Haiti and the consolidation within UNAMID. The Secretary-General further specifies that factors contributing to the overall increase in resources include: a mandated increase in the rate of reimbursement to troop- and

police-contributing countries; increased estimates for air transportation; and requirements for accommodation and construction due to the expansion of operations and/or increased operational volatility in certain missions. The report also states that Secretariat-wide initiatives such as Umoja, the global service delivery model and the supply chain management initiative will require resources for their successful development and implementation.

3. Overview of financial and human resources for peacekeeping

16. Table 1 below indicates that the total proposed resource requirements for peacekeeping operations for the financial period from 1 July 2017 to 30 June 2018, inclusive of the Regional Service Centre, the United Nations Logistics Base[2] and the support account, are currently estimated at $7.972 billion, excluding voluntary in-kind contributions. This represents an increase of $82.7 million, or 1 per cent when compared to the approved resources for the 2016/17 period.[3] The table also indicates that the Organization is engaged in 16 active peacekeeping missions (including UNMOGIP and UNTSO, which are funded under the programme budget) and UNSOS, the logistical support operation in Somalia. The Security Council has mandated the withdrawal of UNOCI by the end of April 2017 and the withdrawal of UNMIL by 30 April 2018.[4] Consequently, the planned number of active peacekeeping missions (excluding UNSOS) for the 2017/18 period falls to 15 and the projected number for the 2018/19 period is 14. For 2017/18, these operations would entail the projected deployment of nearly 117,000 uniformed personnel,[5] 22,000 military personnel deployed by the African Union in Somalia, and nearly 21,000 civilian personnel.

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[2] The report of the Secretary-General uses the terms "United Nations Logistics Base" and "Global Service Centre" interchangeably. In the absence of an explicit General Assembly decision to change the nomenclature, the Committee will continue to use the term "United Nations Logistics Base" in the context of the present report. The Committee's comments on the nomenclature for the Base are contained in its report on the budget proposals for the Base for 2017/18.

[3] An additional $1.2 million in voluntary in-kind contributions is expected in 2017/18, bringing the total proposed resource requirements to $7.973 billion, as reflected in table 2 of the present report.

[4] Subsequent to the finalization of the overview report, the Security Council decided, in its resolution 2350 (2017) of 13 April 2017, that MINUSTAH would gradually draw down its military component and withdraw from Haiti by 15 October 2017. A successor operation, the United Nations Mission for Justice Support in Haiti, composed of up to 980 formed police unit personnel and 295 individual police officers, was approved for an initial period of six months, from 16 October 2017 until 15 April 2018. The figures in the present report reflect the Secretary-General's initial budget proposal for 2017/18 and do not include adjustments pertaining to the withdrawal of MINUSTAH and the establishment of the new mission.

[5] Subsequent to the finalization of the overview report, the Security Council decided, in its resolution 2348 (2017) of 31 March 2017, to reduce the authorized troop ceiling in MONUSCO by 3,700 military personnel while expanding the Mission's mandate to include, inter alia, the provision of technical assistance and logistical support for the electoral process.

Table 1
Overview of financial and human resources for peacekeeping operations, 2011/12 to 2017/18

Peacekeeping component	*Actual*					*Approved*	*Projected*
	2011/12	*2012/13*	*2013/14*	*2014/15*	*2015/16*	*2016/17*	*2017/18*
Number of ongoing missions and support operation							
Funded by peacekeeping budgets	14	14	13	14	14	14	13
UNSOA/UNSOS	1	1	1	1	1	1	1
UNMOGIP and UNTSO	2	2	2	2	2	2	2
Total, active missions and support operation	**17**	**17**	**16**	**17**	**17**	**17**	**16**
Financial resources (gross, millions of United States dollars)							
Peacekeeping missions and UNSOA/UNSOS	7 152.9	6 889.3	7 136.8	7 900.3	7 614.4	7 439.4	7 506.5
Regional Service Centre	–	–	–	–	–	39.2	37.3
United Nations Logistics Base	64.3	68.6	68.5	66.5	67.1	82.9	88.3
Support account (includes enterprise resource planning project)	344.8	329.7	315.0	324.2	335.9	327.4	339.5
Subtotal, peacekeeping operations budgets	**7 562.0**	**7 287.6**	**7 520.3**	**8 291.0**	**8 017.4**	**7 888.9**	**7 971.6**
UNMOGIP and UNTSO	48.9	43.6	46.6	41.5	44.7	45.2	44.7
Total, financial resources	**7 610.9**	**7 331.2**	**7 566.9**	**8 332.5**	**8 062.1**	**7 934.1**	**8 016.3**
Number of personnel							
Uniformed personnel							
United Nations uniformed personnel[a]	112 554	110 098	113 326	127 138	120 957	117 420	116 919
AMISOM uniformed personnel[a]	17 731	17 731	22 126	22 126	22 126	22 126	22 126
Subtotal, peacekeeping operations budgets	**130 285**	**127 829**	**135 452**	**149 264**	**143 083**	**139 546**	**139 045**
UNMOGIP and UNTSO	197	197	197	197	197	197	197
Total, uniformed personnel	**130 482**	**128 026**	**135 649**	**149 461**	**143 280**	**139 743**	**139 242**
Civilian personnel							
Civilian personnel in missions and UNSOA/UNSOS	24 291	23 694	22 808	22 542	21 134	19 964	18 569
Civilian personnel in Regional Service Centre in Entebbe[b]	–	–	–	–	–	421	439
Civilian personnel to support missions[c]	1 859	1 852	1 855	1 882	1 913	1 913	1 914
Subtotal, peacekeeping operations budgets	**26 150**	**25 546**	**24 663**	**24 424**	**23 047**	**22 298**	**20 922**
UNMOGIP and UNTSO	342	342	340	323	323	318	315
Total, civilian personnel	**26 492**	**25 888**	**25 003**	**24 747**	**23 370**	**22 616**	**21 237**

[a] Highest level of personnel authorized.
[b] From 2011/12 to 2015/16, resource requirements for the Regional Service Centre at Entebbe were reflected in the budgets of the client missions served by the Centre.
[c] Posts and positions for the support account and the United Nations Logistics Base.

17. In his overview report, the Secretary-General indicates that deployment levels reached record highs in the 2014/15 period, with approximately 150,000 authorized uniformed personnel, supported by United Nations resources of approximately $8.3 billion. Since then, the deployment level has decreased by over 9,700 personnel and is projected to decrease further in 2017/18 by approximately 500 uniformed personnel, principally as a result of the planned closure of UNOCI and the withdrawal of UNMIL, offset by a mandated increase of uniformed personnel in UNMISS (A/71/809, para. 104).

18. In addition, overall resource requirements and personnel levels are continually affected by developments on the ground and the consideration of different situations by the Security Council. Specifically, the Council recently adopted resolutions mandating the withdrawal of MINUSTAH by 15 October 2017 and the creation of a successor mission for an initial period of six months and reduced the authorized troop ceiling in MONUSCO, neither of these developments are reflected in table 1 above.

19. **The Advisory Committee notes that the figures contained in the overview report are subject to change due to ongoing developments on the ground in certain missions and concurrent consideration of different situations in the Security Council, with implications for the resource requirements for the period 2017/18. The Committee trusts that amendments to the overall figures contained in the overview report will be made available to the General Assembly, at the time of its consideration of the budget proposals, as appropriate.**

20. The Secretary-General indicates that the proposed resource requirements for the 2017/18 period reflect reductions in operational costs and civilian personnel costs, in line with the closing of UNOCI, the withdrawal of UNMIL and the reconfiguration and streamlining of operations in UNAMID, MINUSTAH and MONUSCO offset by the reinforcements of MINUSMA and UNMISS (ibid., para. 109).

21. The Advisory Committee notes that, after peaking in 2014/15, the number of uniformed personnel has declined over the three following financial periods, while the number of civilian personnel has progressively decreased every year since 2011/12 (see table 1 above). In 2017/18, the projected number of civilian personnel funded from peacekeeping budgets (20,922) would be approximately 20 per cent lower than the number in 2011/12. In his overview report, the Secretary-General indicates that while the overall number of proposed civilian personnel in peacekeeping missions and UNSOS will decrease by approximately 1,400 personnel, or 7 per cent, compared with the 2016/17 period (A/71/809, para. 105), the numbers of non-mission personnel proposed to support missions will slightly increase, by 19 posts or positions.[6]

22. In terms of the broad distribution of costs across the total resources allocated for United Nations peacekeeping, the Secretary-General indicates in the overview report (ibid., figure VIII and annex II) that $3.5 billion or 44.5 per cent, of all peacekeeping operation expenditure entails direct costs for uniformed personnel, while $1.8 billion, or 22.6 per cent relates to the costs associated with civilian personnel, and the remainder ($2.6 billion or 32.9 per cent) relates to operational costs. He highlights the impact of several different factors on the level of budget estimates for the 2017/18 period, including: changing fuel prices; exchange rate fluctuations; civilian personnel vacancy factors; and staff costs (ibid., paras. 156-159). The Committee makes

[6] From staff funded under the support account for peacekeeping operations, at the United Nations Logistics Base and at the Regional Service Centre.

specific observations with respect to planning, budgeting and financial management for peacekeeping operations and the impact of different management improvements and efficiency measures in sections B and C below.

B. Planning, budgeting and financial management

1. Budget performance for the period 1 July 2015 to 30 June 2016

(a) Budget implementation

23. In his overview report, the Secretary-General indicates that for the period from 1 July 2015 to 30 June 2016, expenditures of $8.02 billion in 14 active peacekeeping missions, UNSOS, the United Nations Logistics Base (UNLB) and the support account for peacekeeping operations were made against a total appropriation for the period of $8.3 billion, with an unencumbered balance of $0.28 million (ibid., table 18). This reflects an overall budget implementation rate of 96.6 per cent, as compared to a rate of 96.7 per cent for the preceding period (2014/15). The Secretary-General states that the unencumbered balance principally reflects underexpenditures for: (a) operational costs in UNAMID, mainly due to the non-deployment of four military utility helicopters and lower-than-budgeted actual costs of fuel; (b) reduced requirements for all personnel categories in UNOCI and UNMIL as a result of the gradual drawdown in both missions and lower-than-budgeted operational costs in UNOCI; (c) deductions for non-deployment or slow deployment of contingent-owned equipment or deployment of non-functional equipment in UNMISS; and (d) higher actual average vacancy rates for civilian personnel in MINUSTAH as well as reduced operational requirements resulting from the closure of three camps and two regional offices, the postponement of the elections process and ongoing consolidation activities. **The Advisory Committee notes that these five missions accounted for $209.5 million, or nearly 75 per cent, of the overall unspent balance, and recalls that, with the exception of UNMIL, those same missions accounted for the majority of unspent balances in the previous year (see A/70/742, para. 24).**

24. A breakdown of overall expenditures for the 2015/16 period by expenditure group as compared to the apportionment and the variances between them is contained in the overview report (A/70/809, annex III, table 1). The main factors for variances in resource requirements are also described in detail by groups of expenditure (ibid., annex III, table 2) and by peacekeeping components (ibid., annex III, table 4). In this connection, the Board of Auditors, in its analysis of variances between appropriation and expenditure in peacekeeping operations contained in its most recent audit report, indicates that UNOCI, MINUSTAH, UNAMID and UNMISS offer the most room for improvement, taking into account variations between budget and expenditure, the amounts of total underexpenditure and the underexpenditure in the three expenditure groups (military and police personnel, civilian personnel and operational requirements) and the previous year's figures (A/71/5 (Vol. II), chap. II, para. 66).

25. The Advisory Committee recalls that the Board of Auditors has repeatedly highlighted weaknesses in budget formulation in its annual reports on United Nations peacekeeping operations and has recommended that the Secretariat develop improved principles and methodologies to assist missions in formulating realistic, consistent and reliable budgets (ibid., para. 60). Furthermore, in its resolution 70/238 C, the General Assembly expressed concern about the continued weaknesses in the area of budget formulation and implementation and requested the Secretary-General to continue his efforts to address those weaknesses. **The Advisory Committee continues to stress that every effort should be undertaken to**

improve the accuracy of future budgetary estimates, particularly in the case of those missions repeatedly showing significant unspent balances from year to year (see A/70/742, para. 26).

(b) Redeployments between expenditure groups and classes

26. In recent years, the practice of redeploying funds between expenditure groups and classes in peacekeeping operations has been the subject of various observations and recommendations by the Advisory Committee and the Board of Auditors. The Committee recalls that the Secretary-General has the authority to make such redeployments within any budgetary period and without recourse to the General Assembly. Internal policy guidance, dating from 2002 and updated in 2013 with the introduction of Umoja, sets out the authorities of the Directors/Chiefs of Mission Support in redeploying funds between classes, subject to certain limitations, and the authority of the Director of the Peacekeeping Financing Division to approve redeployments between the three groups of expenditure.

27. In its resolution 69/307, the General Assembly endorsed a recommendation that the Secretary-General provide the Advisory Committee with written updates on the nature and extent of the budgetary redeployments in peacekeeping missions every six months. Since then, the Committee has been receiving periodic updates, with the most recent information pertaining to redeployments effected for the 2015/16 period and the first six months of the 2016/17 period.

28. In addition, the Board of Auditors, in its report on peacekeeping operations for the period 2015/16, has undertaken an analysis of budgetary redeployments undertaken within that period. The Board noted that the total amount of redeployment for the year 2015/16 was $291.93 million (3.5 per cent of the approved budget), with the highest dollar value redeployments occurring in UNSOS, MINUSMA and MINUSCA. The overall level of redeployments in 2015/16 was approximately the same level as in 2014/15 ($291.36 million or 3.4 per cent) and marginally lower than the amount of $312.82 million (3.9 per cent of the original budget) in 2013/14. As regards the 2015/16 period, the Board observed that, viewed across all missions, funds were redeployed from operational requirements mainly to military and police personnel. However, the Board stated that an equally distributed number of increases and decreases indicated no distinct trend for the period. Regarding the operational requirements group, the Board cited certain trends concerning redeployment, with consistent increases under the budget lines for official travel, naval transportation and information technology throughout different missions (A/71/5 (Vol. II), chap. II, paras. 67-73).

29. The Advisory Committee notes that the Board of Auditors has previously indicated that frequent high-value redeployments reflect deficiencies in budget formulation and management and undermine the utility of the budget as a tool for expenditure control (A/70/5 (Vol. II), para. 29). It has also repeatedly recommended greater vigilance and control over budget formulations, factoring in actual conditions and historical trends, and that redeployments be minimized and permitted only with full justification (ibid., para. 33).

30. Following its analysis of redeployments in 2015/16, the Board of Auditors also noted that the missions with the least differences between overall budgeted and actual expenditures were those that made the most use of redeployment and, similarly, those showing the highest variances between budgeted and actual expenditure made relatively little use of redeployment. The Board considered that one possible explanation might be that the practice of redeployment facilitates the expenditure of remaining funds (A/71/5 (Vol. II), para. 70). Nevertheless, the Advisory Committee notes that following the explanations provided by the

Secretariat and its assurances that certain technical enhancements had been made in Umoja to improve expenditure control, the Board did not include any additional recommendations concerning redeployments in its most recent report, but indicated its intention to keep the matter of budget formulation and management under review (ibid., para. 73).

31. During its consideration of the peacekeeping budget reports for 2017/18, the Advisory Committee was provided with further detail pertaining to redeployments undertaken in prior financial periods. Based on information made available to it, the Committee makes the following observations:

(a) Overall budget implementation rates under the operational requirements expenditure group has usually increased as a result of redeployment;

(b) In 2015/16, resources available under "facilities and infrastructure" or "air transport" were the primary sources of redeployments in several missions. However, in some other missions, the reverse was also true, with redeployments covering unanticipated increases in the requirements for those two classes of expenditure;

(c) In six missions, the approved resource level for "official travel" was increased by more than $500,000 as a result of redeployments in 2015/16.[7] In UNMIK, redeployed funds were used to cover the unbudgeted costs for office refurbishment, the acquisition of vehicles and the implementation of programmatic activities that had not been explicitly approved by the General Assembly. In UNIFIL, redeployments of funds were made to replace and/or upgrade equipment that the Mission had previously determined as not requiring replacement during that period;

(d) In several missions, redeployments were needed to rectify erroneous charging practices in accounting for expenditures. Redeployment actions were also much more frequent towards the end of the financial period and were, in certain cases, undertaken after the end of the period;

(e) In others, redeployments were made retroactively to cover negative balances in certain budget lines. **While noting the recent introduction of a control measure against overspending on official travel and consultants, the Advisory Committee notes with concern that the control systems in Umoja are not generally configured to prevent expenditures higher than the original allocation to a given budget line if there are funds available within the group.**

32. With respect to the controls in place regarding redeployments, the Advisory Committee was informed, upon enquiry, that within each expenditure group, the Director/Chief of Mission Support can redeploy funds between expenditure classes so long as the authorized strength of military police personnel and the approved staffing table are both respected. In addition, funds allocated to quick-impact projects cannot be increased without prior approval by the Director of the Peacekeeping Financing Division. Also, requests for redeployment of funds between expenditure groups requires prior approval by the Director of the Peacekeeping Financing Division and must be accompanied by adequate justification. According to the Secretariat, increased efforts are being made to reduce the level of redeployments and strengthen budgetary controls, with budget staff at Headquarters regularly monitoring missions' funds utilization during the budget implementation period and applying tools made available by the implementation of Umoja to enhance budget control. In this connection, the most recent overview report contains details of measures being taken to improve accountability in this regard (A/71/809, paras. 129-134).

33. **The Advisory Committee reiterates its view that the overall budget implementation rate is not a good basis to judge mandate delivery or to demonstrate efficiency in the use of resources (see also A/69/839, para. 22). The Committee further**

[7] These redeployments ranged between 0.12 per cent and 0.29 per cent of the overall authorized resource level for the respective missions in 2015/16.

stresses that funds authorized by Member States for the purpose of delivering specific mandated activities should be used strictly for their intended purpose and should only be redeployed for other uses within the financial period, as changes to the mandate or urgent and newly arising operational circumstances of the mission require. Otherwise all unused funds should be returned to Member States at the end of the financial period and new requirements should be submitted in future budget proposals.

34. **While the Advisory Committee continues to acknowledge the need for budgetary flexibility to accommodate the sometimes urgent and newly arising developments in peacekeeping operations, the Committee believes that budgetary redeployments within financial periods should be kept to a strict minimum and that more stringent oversight and control should be exercised to improve fiscal discipline and to preserve the integrity of the budgetary process, by ensuring that resources are used for their intended purpose. The Committee expects that Umoja is being leveraged to the greatest extent possible to ensure greater budgetary control and oversight.**

35. **Specifically, the Committee recommends that the General Assembly request the Secretary-General to put the following additional measures in place to ensure better budgetary control:**

(a) **No redeployments should be authorized without appropriate justification and strict reference to either the respective mandate requirements of the mission or specific urgently and newly arising operational circumstances on the ground;**

(b) **Redeployments to increase the amounts contained within the approved budget for "official travel" and "consultancies" should only be authorized in the most exceptional of circumstances, thereby excluding non-essential expenditures or those that should be deferred and rejustified in the context of budget proposals for the subsequent budgetary period;**

(c) **Amounts approved for all programmatic activities should not be altered by missions through any redeployment of funds during the course of the budget period, as is already the case for quick-impact projects;**

(d) **No redeployments should be authorized to cover overexpenditures retroactively;**

(e) **Any misclassifications or erroneous postings should be corrected prior to the closing of the accounts without recourse to redeployment (see para. 50 below).**

36. **The Advisory Committee trusts that all efforts will be made to improve the level of budgetary monitoring and oversight during the financial period. The Committee looks forward to the continued provision of the six-monthly updates on the nature and extent of budgetary redeployments in missions and intends to continue its analysis with a view to making additional recommendations to the General Assembly in this regard, as required.**

2. Information on the current financial period

37. During its consideration of the proposed budgets for peacekeeping operations for 2017/18, the Advisory Committee was provided with information with regard to current and projected expenditures for the period from 1 July 2016 to 30 June 2017 as at 31 January 2017 (seven months into the current financial period). The Committee's comments on expenditure levels for the current period are included in its reports on individual peacekeeping operations, as required.

3. Proposed budgets for the period 1 July 2017 to 30 June 2018

Table 2

Proposed resource requirements for the 2017/18 period by peacekeeping component

(Thousands of United States dollars)

Peacekeeping component	*Apportionment (2016/17)*	*Proposed budget (2017/18)*	*Variance*	
			Amount	*Percentage*
MINURSO	52 550.4	55 155.6	2 605.2	5.0
MINUSCA	920 727.9	921 580.5	852.6	0.1
MINUSMA	933 411.0	1 077 552.0	144 141.0	15.4
MINUSTAH[a]	345 926.7	336 602.4	(9 324.3)	(2.7)
MONUSCO[b]	1 235 723.1	1 234 603.2	(1 119.9)	(0.1)
UNAMID	1 039 573.2	1 032 122.7	(7 450.5)	(0.7)
UNDOF	47 714.1	62 276.0	14 561.9	30.5
UNFICYP	54 849.9	56 040.8	1 190.9	2.2
UNIFIL	488 691.6	494 771.3	6 079.7	1.2
UNISFA	268 624.6	278 012.7	9 388.1	3.5
UNMIK	36 486.9	38 016.6	1 529.7	4.2
UNMIL	187 139.6	122 111.2	(65 028.4)	(34.7)
UNMISS	1 081 788.4	1 178 338.6	96 550.2	8.9
UNOCI	171 937.8	–	(171 937.8)	(100)
UNSOS	574 304.9	619 312.1	45 007.2	7.8
Subtotal, missions	**7 439 450.1**	**7 506 495.7**	**67 045.6**	**0.9**
Regional Service Centre	39 203.6	37 255.8	(1 947.8)	(5.0)
United Nations Logistics Base	82 857.8	88 338.5	5 480.7	6.6
Support account[c]	327 380.3	339 468.4	12 088.1	3.7
Subtotal, resources	**449 441.7**	**465 062.7**	**15 621.0**	**3.5**
Voluntary contributions in kind (budgeted)	4 795.1	1 223.0	(3 572.1)	(74.5)
Total resources	**7 893 686.9**	**7 972 781.4**	**79 094.5**	**1.0**

[a] Subsequent to the finalization of the overview report, the Security Council decided, in its resolution 2350 (2017) of 13 April 2017, that MINUSTAH would gradually draw down its military component and withdraw from Haiti by 15 October 2017. A successor operation, the United Nations Mission for Justice Support in Haiti, composed of up to 980 formed police unit personnel and 295 individual police officers, was approved for an initial period of six months from 16 October 2017 until 15 April 2018. The figures in the present report reflect the Secretary-General's initial budget proposal for 2017/18 and do not include adjustments pertaining to the withdrawal of MINUSTAH and the establishment of the new mission.

[b] Subsequent to the finalization of the overview report, the Security Council decided, in its resolution 2348 (2017) of 31 March 2017, to reduce the authorized troop ceiling in MONUSCO by 3,700 military personnel, while expanding the Mission's mandate to include, inter alia, the provision of technical assistance and logistical support for the electoral process.

[c] Inclusive of requirements for enterprise resource planning in the amounts of $16.8 million for the 2016/17 period and $25.0 million for the 2017/18 period; requirements for information and systems security in the amounts of $0.8 million for the 2016/17 period and $0.8 million for the 2017/18 period; and requirements for the global service delivery model in the amount of $0.9 million for the 2017/18 period pursuant to resolution 71/272.

38. Information on the total proposed resource requirements for 2017/18 for 13 active missions plus UNSOS, the Regional Service Centre, the United Nations Logistics Base and the support account for peacekeeping operations, are provided in table 2 above. As mentioned in paragraph 16 of the present report, the proposed resource requirements for United Nations peacekeeping amount to $7.97 billion for the 2017/18 period, of which peacekeeping missions and UNSOS comprise $7.51 billion and the non-mission support elements comprise $465.1 million. When the requirements for the Regional Service Centre, the United Nations Logistics Base and the support account are excluded, the proposed budgetary level for the 13 missions plus UNSOS is approximately $7.51 billion (gross), representing an increase of $67 million, or 0.9 per cent, compared with the apportionment for the 2016/17 period. The increase in resource requirements for MINURSO, MINUSCA, MINUSMA, UNDOF, UNFICYP, UNIFIL, UNISFA, UNMIK, UNMISS and UNSOS amount to nearly $322.1 million, which is offset by decreases totalling nearly $255.1 million in MINUSTAH, MONUSCO, UNAMID, UNMIL and UNOCI.

39. In order to facilitate comparison and to isolate the net increase in resources, the Advisory Committee requested details of the proposed resource requirements, excluding the resources approved in 2016/17 for UNOCI, the closure of which is imminent, prior to the commencement of the 2017/18 financial period. Upon request, the Committee was informed that the increase in overall resource requirements for 2017/18, with the exclusion of the UNOCI resources for 2016/17, would be approximately $254 million, or 3.5 per cent (as compared to the net increase of 0.9 per cent reflected above). **In cases where the number of peacekeeping missions changes from one financial period to the next, the Advisory Committee considers that the additional provision of adjusted figures facilitates the analysis of resource requirements between periods by providing a comparable baseline.**

40. In terms of variances by group or class of expenditure, the overview report contains the main factors for variance in resource requirements for the 2017/18 period, compared to the authorized resources for the 2016/17 period (A/71/809, table 8). A net increase of $171.5 million in requirements under military and police personnel is attributable mainly to: a mandated increase in UNMISS and expansion in MINUSMA; higher expected deployment in UNISFA; increased estimates for rations and contingent-owned equipment in UNSOS; and an overall increase in the rate of reimbursement to troop- and police-contributing countries in accordance with General Assembly resolution 68/281, offset by the closing of UNOCI and the drawdown of UNMIL. For civilian personnel, net decreased requirements of $64.6 million are attributable mainly to the closure of UNOCI and the drawdown of UNMIL, as well as lower salary or entitlement costs in UNMISS, UNAMID and MONUSCO and higher vacancy rates in MINURSO, offset by the expansion of MINUSMA, full deployment in UNSOS and additional authorized personnel in MINUSCA. Net decreased requirements of $33.4 million under operational costs are attributable primarily to the closure of UNOCI and the drawdown of UNMIL, the non-requirement of commercial construction services in MINUSCA, completed acquisition of vehicles and information and communications technology in several missions as well as the reduced price of fuel in UNSOS offset by increases in MINUSMA, UNDOF and UNSOS owing to construction projects, UNMISS owing to increased camp maintenance service costs, and increased air transportation costs in MINUSMA, MINUSCA, UNSOS and UNIFIL. Further comments of the Committee on individual items of expenditure are contained in sections C to E below.

(a) Deductions for absent or non-functional contingent-owned equipment

41. The Advisory Committee recalls that, in its resolution 67/261, the General Assembly introduced deductions to the uniformed personnel reimbursement in relation to major equipment that had been absent or non-functioning for over six months, subject to a number of considerations. In this connection, details of deductions totalling $236.2 million applied against services rendered by troops and formed police unit personnel for the last three financial periods are included in the most recent overview report (ibid., annex V).

42. Upon enquiry, the Advisory Committee was informed that, on the basis of the last half of 2016 and the first quarter of 2017, quarterly deductions to the reimbursements paid to troop- and police-contributing countries are estimated at approximately $30 million. A full breakdown of the deductions made in different missions since the 2013/14 period, including details of the quarterly reimbursement payments in which the deductions were applied, and the estimated deductions reflected in the budget proposals for 2017/18, is reflected in annex II to the present report.

43. As regards the approved budgets for peacekeeping missions, the Advisory Committee was informed that no adjustments were made to mission budgets in the 2013/14 and 2014/15 periods. In 2015/16 and 2016/17, on the basis of historical information provided to it on the actual levels of deductions, the General Assembly, at the time of its consideration of the budget proposals for those periods, approved related reductions in the order of $70 million and $95 million respectively, spread across the different mission budgets.

44. The Advisory Committee recalls that, during its review of peacekeeping budget proposals for the prior period, it was informed, at that time, that since the deductions were designed to incentivize corrective measures in the serviceability of equipment provided by troop- and police-contributing countries, and given that the experience at that time covered less than two years, future deductions had not been projected into the 2016/17 budget proposals submitted to the General Assembly for its consideration. However, for the 2017/18 period, the Committee notes that estimated deductions totalling $84 million have now been reflected in the Secretary-General's proposals for the individual peacekeeping budgets. By way of explanation for this change in practice, the Committee was informed, upon enquiry, that a number of peacekeeping missions that had been undergoing expansion in the prior period have now substantially achieved full capacity and this, along with the well-advanced withdrawal of UNOCI and UNMIL, reduced uncertainty in the budget projections. Furthermore, with another fiscal year of deduction experience, which has provided more empirical data, the Secretary-General has determined that estimated deductions should be reflected in the future proposed budgets of peacekeeping missions. **The Advisory Committee trusts that the Secretary-General will continue to monitor the trends of these deductions over time with a view to assessing the related budgetary assumptions underpinning prospective budget proposals.**

(b) Use of the Standard Cost and Ratio Manual

45. In previous cross-cutting reports on peacekeeping operations, the Advisory Committee made a number of observations and recommendations regarding the use of the Standard Cost and Ratio Manual (see A/67/780, paras. 38-44; A/68/782, paras. 49-52; and A/69/839, para. 68). In its resolution 69/307, the General Assembly noted, inter alia, the importance of the Manual as an effective standardized consolidated reference tool, and the need for the Secretary-General to continue his efforts to align the holding of assets with the Manual, while taking into

account situational differences (resolution 69/307, para. 16). In its consideration of the Secretary-General's most recent overview report, the Committee sought and was provided with a copy of the most recent version of the Manual, which had been updated as of August 2016. The Committee was informed, upon enquiry, that the Manual continued to contain the most commonly used resourcing items that a mission would need in its operations and when formulating a budget proposal. The Committee was also informed that the Manual remains a guidance document and that each mission must continue to assess its needs according to its operational circumstances. Any variation from established resourcing standards must be explained and justified by the respective mission.

46. **The Advisory Committee recognizes the importance of having a standardized reference tool to ensure the credibility, consistency and transparency of peacekeeping budget proposals and operational requirements across a range of different operating environments. The Committee continues to note, however, that year-on-year changes to the standards contained in the Standard Cost and Ratio Manual are not highlighted or summarized anywhere in the Manual itself or in the most recent overview report. The Committee is of the view that the provision of this information would facilitate an assessment of the impact that changes to prescribed standards would have on the resource requirements for individual missions as well as the implications of any mission-specific deviations from those standards.**

(c) Budget expenditure classifications

47. In the course of its ongoing assessment of the budgetary redeployments undertaken within the 2015/16 financial period, the Advisory Committee noted a number of cases in which redeployment action was required to properly classify costs that had been previously budgeted under a different class of expenditure during the financial period. For example, in UNMIL, costs for communications expenditures and costs for facilities and infrastructure were charged to the "consultants" expenditure category and costs pertaining to naval transportation were initially booked to "other supplies, services and equipment". Similarly, in UNSOS, freight/movement costs initially budgeted under "other supplies, services and equipment" were actually recorded under "facilities and infrastructure" while medical evacuation expenditures were charged to "other supplies, services and equipment", rather than the budget line dedicated to medically related costs.

48. Furthermore, the Committee's review of different mission budget reports indicated other instances of incorrect recording of expenditures. For MINURSO, a number of expenditures in 2015/16 were recorded under classes other than those budgeted, contributing to the variances in the performance report (see A/71/836/Add.1). Instances were also identified in which costs pertaining to the delivery of discrete activities or programmes were not included under "other services", where programmatic activities have been typically included in past periods. For example, in MINUSCA, the Committee noted that services acquired to support disarmament, demobilization and reintegration, originally budgeted under "other services" were, in fact charged to the object class for consultants. More generally, there are disparities in practice in the classification and charging of expenditures with respect to consultants and contractors. **The Advisory Committee is of the view that these instances reflect a lack of clarity and inconsistency in budgeting and accounting practices, rendering it difficult to properly assess budget implementation and make comparisons over time and between missions.**

49. In his overview report, the Secretary-General describes certain measures under consideration to improve the presentation of budget information (A/71/809, para. 128). He indicates that the implementation of Umoja provides the Secretariat

with an opportunity to review the presentation of budgetary reports and data, make refinements to nomenclature and update the grouping of expenditures. In particular, he indicates that the isolation of costs relating to programmatic activities and major expenditure classes classified under "other services", as recommended by the Advisory Committee in its most recent cross-cutting report, is under way. He also indicates that there may be merit in merging the operational budget classes for "communications" and "information technology" and consideration is being given to how best to reflect the costs associated with unmanned aerial systems. The Committee also notes that further clarifications might be necessary in terms of expenditures charged to certain sub-classes, such as the case of "architectural and demolition services" under the facilities and infrastructure object class.

50. **The Advisory Committee notes the efforts to improve the classification, recording and reporting of expenditures under different established cost categories to ensure greater consistency for the purposes of comparison across missions and between financial periods. As indicated in paragraph 35 above, the Committee does not support the practice of making budgetary redeployments within the financial period in order to address expenditure misclassifications. In such cases, errors should be corrected before the closing of the accounts.**

C. Delivery of support to peacekeeping missions

51. The Advisory Committee recalls that, since 2006/07, the Secretary-General has included in his budget proposals details on efficiency gains.[8] The General Assembly, in its resolution 65/289 (para. 18), encouraged the pursuit of further management improvements and efficiency gains. On different occasions, the Committee has also encouraged the pursuit of sustainable efficiencies throughout peacekeeping operations, without undermining their operational capacities and the implementation of their respective mandates (A/66/718, para. 33, and A/67/780, para. 31).

52. In its previous reports on cross-cutting issues, the Advisory Committee has commented extensively on the management improvements and efficiency gains reported in the overview reports of the Secretary-General (A/69/839, paras. 76-84 and A/70/742, paras. 56-112). In its previous cross-cutting report, the Committee stressed the need to: develop benchmarks for measuring peacekeeping efficiency and for establishing future targets against which future progress can be monitored (A/70/742, para. 62); provide a detailed breakdown and explanation of the impact of actual efficiency initiatives and measures, including verifiable savings and costs (ibid., paras. 66 and 74); include specific details on the impact of Umoja implementation in peacekeeping operations (ibid., paras. 79 and 80); and provide further detail on a number of ongoing change projects including efforts to improve supply chain management, in order to strengthen environmental management, advance technology and innovation and strengthen key support and administrative processes (ibid., paras. 82-107).

53. The Committee's related recommendations were endorsed by the General Assembly in its resolution 70/286. In the same resolution, the Assembly also requested the Secretary-General to ensure that the results-based budget framework adequately permits consideration of the progress of each mission towards achieving mandated tasks and its effective use of resources (resolution 70/286, para. 15); to

[8] The Secretary-General has previously indicated that efficiency gains refer to situations in which less input, or the same input at a lower cost, is needed to produce the same output level as in the previous financial period (assuming no change in quality) (see A/68/731, para. 251).

provide qualitative and quantitative information on the efficiency gains resulting from reform initiatives (para. 50); to ensure that efficiency efforts are properly implemented, overseen and that the results of such efforts are reported in a transparent, consistent manner (para. 60); and that any initiatives related to field support and service delivery improvements take into account lessons learned and best practices from other Secretariat initiatives (para. 61).

54. In his overview report, the Secretary-General provides information pertaining to the delivery of support services to the field and describes a number of initiatives under way designed to improve the effectiveness and efficiency in the provision of support to field missions (A/71/809, chapter VIII). In addition, an analysis of backstopping to missions is provided (ibid., paras. 114-121), and improvements to budget presentation and financial management (ibid., paras. 122-149) and details concerning cross-cutting management initiatives are described (ibid., annex XI). Information on the operations of the Regional Procurement Office located in Entebbe, Uganda, including a description of the proposed resource requirements for the 2017/18 period, are also included (ibid., annex XIII).

1. Performance indicators for support activities

55. For the 2017/18 period, the Secretary-General indicates in the overview report that the Department of Field Support has established an initial set of 14 key indicators to track the performance of support components. These cover a broad range of support issues, including, for example, recruitment timelines, vacancy targets and the management of United Nations-owned equipment. The report states that the indicators form the basis for greater harmonization of the results-based-budgeting frameworks for support components, and are now reflected in the budget reports for all peacekeeping missions for the 2017/18 period, with a view to fostering greater comparability, consistency and clarity around mission support performance (ibid., para. 82). The Committee was provided with background information outlining the range and scope of these measures, along with a rationale for their identification and inclusion in mission budgets. With respect to the formulation of possible future indicators, the Committee was informed, upon enquiry, that the process of indicator development involves consultations on definitions, calculation methods and data sources to ensure fair comparison across missions. The Committee was informed that establishing indicators regarding budgetary variances or redeployments and timelines for requisitioning processes could become additional areas of focus.

56. **The Advisory Committee considers that the development by the Department of Field Support of standardized indicators of achievement focusing upon the delivery of support to missions is a positive development which will foster enhanced comparability, consistency and clarity concerning the performance of mission support services. In this regard, the Committee is of the view that an overview table of performance achievements in the areas of support, across all missions and operations, should be included in future overview reports. The level of informational detail provided to Member States concerning the efficiency and effectiveness of support provided to missions should be maintained.**

57. **The Committee also trusts that the Secretariat will continue to refine these indicators, ensuring, for example, consistency between the establishment of certain vacancy targets with the General Assembly's long-standing requirement that the Secretary-General ensure that vacant posts be filled expeditiously (see para. 108 below). In addition, the Committee expects that the implementation of Umoja Extension 2 will allow for the development of additional indicators of achievement, including those relating to budget**

formulation, supply chain management and procurement and looks forward to examining further details in this regard in future overview reports.

2. Backstopping requirements and applicability of scalability models in the provision of support to peacekeeping operations

58. In the report, the Secretary-General also provides details comparing the financial resources allocated to the support account, the United Nations Logistics Base and the Regional Service Centre against resources for operations under peacekeeping budgets since the 2011/12 period, commonly referred to as a backstopping ratio (A/71/809, table 3 and figure IX). The table indicates that for 2017/18, while the overall cost of peacekeeping missions and UNSOS is estimated at $7.5 billion, the combined resource requirements proposed for backstopping them (from the support account, the United Nations Logistics Base and the Regional Service Centre) total approximately $438.3 million.

59. The Secretary-General indicates that, over the past six financial periods, the backstopping support from headquarters under the support account and from the United Nations Logistics Base is, on average, around 5.10 per cent of aggregate resources of peacekeeping operations (excluding the Regional Service Centre). In recent years, the ratio has increased, from 4.7 per cent in 2014/15 to a projected 5.34 per cent in 2017/18. The Secretary-General attributes this increase to: (a) an increase in the level of the support account, which primarily reflects strengthening in areas such as force generation, the prevention of sexual exploitation and abuse, environmental responsibilities, the safety of staff and human rights initiatives implemented in 2016/17, as well as updates to salary estimates and provisions for the Working Group on Contingent-Owned Equipment and the survey of troop-contributing and police-contributing country costs; and (b) increases in Global Service Centre requirements, primarily reflecting the inclusion of centralized Umoja operation and maintenance costs (ibid., para. 116).

60. With the inclusion of the resources of the Regional Service Centre, the support ratio rises to an estimated 5.84 per cent in 2017/18, up from 5.19 per cent in 2014/15. The Secretary-General attributes this increase to the transfer of an increasing number of posts previously embedded in missions to the Regional Service Centre; decreases in missions' support components due to centralization of functions and right-sizing of staffing complements; consolidation of Umoja-related costs for information technology and communications services since 2016/17; and targeted organizational initiatives under the support account (ibid., para. 118).

61. Based on the above-mentioned trends in the backstopping ratio, the Advisory Committee sought further clarification concerning the rising costs of the backstopping support. Upon enquiry, the Committee was informed that, with respect to the support account, the estimated ratio for 2017/18 is broadly the same as it was for the 2011/12 period. In addition, approximately 30 per cent of posts funded from the support account provide substantive backstopping rather than operational or transactional support services and, in recent years, the increases in support account posts are primarily attributable to increases in substantive areas, as a result of organizational priorities and additional mandates from the legislative bodies. As far as the United Nations Logistics Base is concerned, the Committee was informed that the increase of the ratio is largely a reflection of recurrent maintenance costs associated with enterprise systems, such as Umoja, and the deployment of additional information and communications technology solutions. Functions formerly undertaken in missions, such as geospatial information services and remote mission information technology services are also now centralized in the Base. The Committee was also informed that, as with the Base, the centralization of resources in the Regional Service Centre from client missions, including the transfer of 421

posts to the Centre, with the goal of moving transactional, non-location-dependent administrative functions out of missions, has increased the ratio of the Centre's budget in relation to missions' budgets. In addition, the Committee was provided with information from past periods concerning efficiencies attributed to Umoja, the implementation of the global field support strategy and civilian staffing reviews (see paras. 78-85 and 115-118 below).

62. The Advisory Committee recalls its previous observation that the backstopping ratio does not appear to have a strict correlation with either overall uniformed or civilian personnel levels (A/70/742, para. 61). The Committee notes that the total number of authorized uniformed personnel in peacekeeping missions declined by over 9,700 between 2014/15 and 2016/17, with the number of civilian personnel down by over 2,100 for the same period (see table 1 above). For 2017/18, the Secretary-General indicates that the uniformed personnel strength is expected to decrease by an additional 0.4 per cent from the previous period, and the decrease in civilian personnel from the approved level for the 2016/17 period is expected to be in the order of 6 per cent (A/71/809, para. 107). He also states that civilian support components in mission have decreased by 32 per cent since 2011/12 (ibid., para. 108 and figure VI).

63. Upon request, the Committee was provided with details showing military and civilian personnel variances between 2016/17 and those proposed for 2017/18, drawing a distinction between the civilian personnel performing substantive functions and those providing support functions. The details are contained in table 3 below.

Table 3
Military and civilian staff variances

	2016/17	*2017/18*	*Percentage change*
Military personnel	101 856	103 050	1.2
Police personnel	15 564	13 869	(10.9)
AMISOM military personnel	22 126	22 126	–
Civilian substantive personnel	4 906	4 595	(6.3)
Total	**144 452**	**143 640**	**(0.6)**
Civilian support personnel	15 058	14 153	(6.0)
Global Service Centre	444	448	0.9
Regional Service Centre	421	439	4.3
Support account	1 469	1 466	(0.2)
Total	**17 392**	**16 506**	**(5.1)**

64. **The Advisory Committee considers that the implementation of global and regional efficiency initiatives, such as the global field support strategy, the establishment of the Regional Service Centre and the implementation of Umoja should now be having a discernable positive impact on the backstopping ratio for the provision of support to peacekeeping missions, notwithstanding the changes in peacekeeping mandates and the ongoing implementation of structural and service delivery model changes. Furthermore, in view of the significant reductions in both uniformed and civilian components deployed to peacekeeping operations in recent years, the Committee would have expected a demonstrable positive impact on the backstopping ratio.**

65. **The Advisory Committee is of the view that the backstopping ratio is a key indicator in assessing the overall efficiency and effectiveness of the provision of support services to peacekeeping missions and that future reports should include related information to enable comparisons over time. The Committee also trusts that additional efforts will be undertaken to ensure that ongoing and future efficiency initiatives are implemented with a view to achieving measurable progress in this regard.**

66. **The Committee intends to keep this matter under review and recommends that the General Assembly request the Secretary-General to include detailed information on the progress made to improve the backstopping ratio in future overview reports.**

67. The Advisory Committee notes that the figures above do not include the number of independent contractors and consultants that are deployed in peacekeeping. Comprehensive details in this regard were requested during the Committee's consideration of the overview report, but only partial information was provided. **The Committee is of the view that full information pertaining to contractors and consultants deployed to peacekeeping operations, including numbers, functions, locations and length of appointment, should be provided in future overview reports. Furthermore, the Committee considers that by applying a "full-time equivalent" methodology to the work months provided by consultants and contractors, their contribution to the mission's overall workload should be factored into the calculation of the backstopping ratio.**

68. On a related matter, the Advisory Committee also sought information concerning the level (numbers of posts and positions as well as related proposed resources) of those staff within missions designated to perform human resources support functions, as compared to the total civilian staffing levels proposed for the 2017/18 period. The information provided is contained in table 4 below. The Committee notes wide variances between the ratios of human resource staff to the total number of civilian staff across different missions, ranging from 1.1 (UNMISS) to 11.7 (MINUSTAH). The Committee also recalls that the Regional Service Centre provides human resources support functions to the African-based missions. However, the ratios reflected in the table for these missions also show considerable variation (see A/71/836/Add.9). In the view of the Committee, this example demonstrates considerable inconsistencies between missions concerning the anticipated workload and staffing levels in the provision of support services and the fact that staffing levels in such areas may not have been properly adjusted to reflect changes in mission requirements and operational circumstances over time.

Table 4

Comparison of proposed human resources staff to proposed total staff in missions for the 2017/18 period[a]

	Proposed numbers of staff			*Proposed resources for staff (Thousands of United States dollars)*		
	Human resources	*Civilian staff*[b]	*Ratio*	*Human resources*	*Civilian staff*[c]	*Ratio*
	(a)	*(b)*	*(c) = (a) / (b)*	*(d)*	*(e)*	*(f) = (d) / (e)*
MINURSO	7	260	2.7	763.0	19 560.0	3.9
MINUSCA	24	1 769	1.4	2 251.3	159 147.2	1.4
MINUSMA	48	1 917	2.5	4 185.4	154 088.5	2.7
MINUSTAH	155	1 329	11.7	4 759.2	80 994.0	5.9

	Proposed numbers of staff			*Proposed resources for staff (Thousands of United States dollars)*		
	Human resources	*Civilian staff*[a]	*Ratio*	*Human resources*	*Civilian staff*[a]	*Ratio*
	(a)	*(b)*	*(c) = (a)/(b)*	*(d)*	*(e)*	*(f) = (d)/(e)*
MONUSCO	39	3 876	1.0	3 172.2	281 774.1	1.1
UNAMID	53	3 319	1.6	5 197.7	252 154.6	2.1
UNDOF	9	135	6.7	823.2	14 347.7	5.7
UNFICYP	7	160	4.4	582.6	13 436.6	4.3
UNIFIL	38	901	4.2	4 295.9	94 985.0	4.5
UNISFA	6	287	2.1	684.5	31 715.7	2.2
UNMIK	15	355	4.2	1 144.5	28 218.7	4.1
UNMIL[c]	28	783	3.6	2 150.0	58 770.9	3.7
UNMISS	31	2 883	1.1	3 063.7	229 225.0	1.3
UNSOS	23	595	3.9	6 661.1	67 101.6	9.9
United Nations Logistics Base	10	448	2.2	852.6	39 329.6	2.2
Regional Service Centre	33	439	7.5	1 752.6	28 073.6	6.2

[a] Excludes staff funded from the support account for peacekeeping operations performing human resources support functions.

[b] Excludes Government-provided personnel.

[c] UNMIL represents the highest level of authorized number of personnel during the withdrawal period.

69. The Advisory Committee notes that an examination of the backstopping ratio is closely related to scalability in the resource levels for the Regional Service Centre, the United Nations Logistics Base and the support account for peacekeeping operations. In this connection, the Committee recalls that in its resolution 69/307, the General Assembly requested the Secretary-General to develop scalability models to inform the resource requirements for the support account, the United Nations Logistics Base and the Regional Service Centre and to report thereon at the second part of is resumed seventieth session (resolution 69/307, para. 63).

70. In his previous overview report, the Secretary-General pointed out that synergies arising as the global field support strategy matures in the field and the global service delivery model were developed would have a significant impact on the "landscape and form" of support provided to peacekeeping operations in the future (A/70/742, para. 109). He stated that the functions performed at the Regional Service Centre lent themselves more readily to a scalability model, as workloads were directly tied to the number of client personnel serviced and that the development of a model was part of the 2016/17 budget proposal for the Centre (ibid., para. 110). However, he also indicated that the development of a model for the United Nations Logistics Base, which comprised a more diverse range of mission-specific and global support functions, was under examination, as part of a detailed workforce planning exercise that was to have been conducted in 2016. Similarly, with regard to the support account, he indicated that the application of a scalability model would be the most complex and challenging, given that the support account included a number of offices and departments providing various support functions to the field, ranging from the strategic to the transactional (ibid., para. 111).

71. In its resolution 70/286, the General Assembly noted the need for further progress in developing the scalability model for the Regional Service Centre and reiterated its request that the Secretary-General develop such models for the United

Nations Logistics Base and the support account for peacekeeping operations, requesting that he report thereon in the context of his next overview report (resolution 70/286, para. 66). The Committee notes, however, that in the case of the Base, the Secretary-General indicates, in his overview report, that the development of a model depended upon the outcome of a related civilian staffing review exercise that has not yet been completed (A/71/809, annex I).

72. Concerning the support account, the Advisory Committee recalls that the General Assembly, in its most recent resolution on the support account for peacekeeping operations (resolution 70/287), emphasized that support functions should be scalable to the number, size and scope of peacekeeping operations and in this regard requested the Secretary-General to present, at the second part of the resumed seventy-second session of the Assembly, a comprehensive review of the support account to ensure that the support account broadly corresponds to the evolving mandate, number, size and complexity of peacekeeping missions and to the implementation of organizational transformation initiatives (ibid., para. 10). Upon enquiry as to the status of this review, the Committee was informed that work on it had not yet started and that it was, therefore, too early to determine its impact.

73. **The Advisory Committee is concerned about the absence of details in the overview report on the progress of the development of scalability models for the United Nations Logistics Base and the support account for peacekeeping operations requested by the General Assembly and trusts that all related reviews and analysis will be finalized prior to the seventy-second session of the General Assembly. Related details should be included in the next overview report and any resource implications reflected in the budget proposals for the 2018/19 period.** The Committee's observations and recommendations on the proposed resource requirements in the support account for peacekeeping operations, the Base and the Regional Service Centre, including the applicability of scalability models, are contained in its respective reports (A/71/883, A/71/836/Add.10 and A/71/836/Add.9).

3. Cross-cutting efficiency measures across peacekeeping missions

74. General comments relating to the strengthening of administration and management in the provision of support to field missions are contained in the Secretary-General's overview report (A/71/809, paras. 91-101). In terms of concrete efficiency measures, the Secretary-General states that the primary focus is on operational costs and that work is ongoing, including the sharing of efficient mission practices, the establishment of global efficiency initiatives and standardized tools; and undertaking a review of capital expenditure programmes (ibid., para. 91). Specific initiatives include the assessment of resource consumption patterns to reduce usage and waste in goods, consumables and commodities and to optimize inventories of expendable and non-expendable property (ibid., para. 92). In addition, the Secretary-General indicates that steps are being taken to optimize the composition of mission vehicle fleets, including through the establishment of systems contracts and efforts to streamline overall passenger vehicle numbers, responding to a specific request from the General Assembly in this regard (see resolution 70/286, para. 40). **The Advisory Committee notes that the overview report contains no details with respect to quantifiable savings, benefits or efficiencies that might arise from the above-mentioned measures and trusts that such details will be included in the next overview report.**

75. In its review of the previous overview report, the Advisory Committee recalls that the Secretary-General had indicated that a review of key support and administrative processes that pose consistent challenges to field missions would be undertaken and that the outcome would be reported to the General Assembly for its

consideration (A/70/742, para. 103). In particular, the Secretary-General referred to a set of standing administrative measures that would come into effect in times of mission start-up and crisis response, seeking the specific approval of two specific measures related to the use of temporary duty assignments and the utilization of the services of retired staff (ibid., para. 104). The Committee also recalls that following the consideration of that report, and the Committee's recommendations thereon, the Assembly did not approve either of these measures and endorsed the Committee's observation that any further proposals that might entail amendment to existing rules, regulations, procedures and administrative processes and/or to the granting of exceptions for mission start-ups or crisis situations should be fully justified and substantiated (ibid., para. 107).

76. In his most recent overview report, the Secretary-General provides no further detail concerning the outcome of the above-mentioned review or any information concerning any standing measures that might be put in place to address the needs of mission start-up or crisis response. **The Advisory Committee recommends that the General Assembly request the Secretary-General to provide comprehensive details concerning the outcome of the Secretary-General's review of policies, procedures and processes relating to the provision of administrative support to field missions, including those pertaining to mission start-ups and crisis response, in the next overview report. Any related proposals to change existing rules and regulations should be submitted for the consideration of the Assembly along with the requisite justification and substantiation.**

77. In his overview report, the Secretary-General also includes details on certain cross-cutting initiatives pertaining to peacekeeping operations, principally connected to information and communications technology, which have an impact on the 2017/18 budget proposals for peacekeeping missions and support operations, as well as backstopping components (A/71/809, annex XI). The total estimated costs amount to $39.2 million and cover the following: (a) support costs for Umoja implementation in peacekeeping missions, including the decommissioning of Galileo ($7.6 million); (b) enterprise systems maintenance recurrent costs ($19.6 million); (c) information and communication technology applications, including the customer relationship management, fuel management, rations management and enterprise identity management systems ($3.3 million); (d) supply chain management ($7.2 million); and (e) Rapid Environment and Climate Technical Assistance Facility project requirements ($1.6 million). The Advisory Committee's observations and recommendations on the resource requirements pertaining to some of these initiatives are contained in its reports on the 2017/18 budget proposals for the support account for peacekeeping operations, the United Nations Logistics Base, and the Regional Service Centre (A/71/883, A/71/836/Add.10 and A/71/836/Add.9). Broader comments on Umoja, the status of its roll-out and costs and benefits, the proposed use of the Kuwait Joint Support Office for consolidated payroll functions, the decommissioning of the Galileo system, and the supply chain management initiative are reflected in paragraphs 78-99 below. As regards adaptations to civilian staffing components, the Committee's comments on the conduct of staffing reviews and post re-classification processes are contained in section D of the present report.

(a) Umoja

78. The matter of the implementation of the Organization's enterprise resource planning system, Umoja, with respect to its roll-out and impact in peacekeeping operations, has been discussed in previous cross-cutting reports and the periodic reports dedicated to the implementation of the system across the entire United Nations Secretariat.

79. In the Advisory Committee's previous cross-cutting report, which was endorsed by the General Assembly in its resolution 70/286, the Committee noted that no comprehensive details pertaining to Umoja benefits in peacekeeping had been included in that year's overview report of the Secretary-General and indicated its expectation that they would be included in the next overview report (A/70/742, paras. 77-80). In paragraph 16 of that resolution, the Assembly also requested the Secretary-General to report on those improvements that have been made in the budget preparation and presentation as a result of the implementation of Umoja and the International Public Sector Accounting Standards.

80. In his most recent overview report, the Secretary-General indicates that Umoja has brought about the full integration of the International Public Sector Accounting Standards, better and real-time visibility to global resource mobilization and utilization, improved granularity of expenditures and better cost measurement, enabling the Secretariat to materially formulate budget requirements on the basis of current information from a single system, which assists in improving the accuracy and reliability of budgetary projections (A/71/809, para. 123). Further details are contained in paragraphs 124-127 of the overview report. As indicated in paragraph 49 above, the implementation of Umoja is facilitating improvements in the form and presentation of budget reports and information provided to the Advisory Committee and Member States (ibid., para. 128). The overview report also provides details concerning the upcoming implementation of Umoja Extension 2 in peacekeeping operations, which includes, inter alia, a budget formulation functionality and enhancements to the project management functionality already deployed under the Umoja Foundation. It is anticipated that a pilot deployment of the budget formulation functionality will be rolled out in August 2017, with the first deployment planned for August/September 2018, thereby enabling the preparation of peacekeeping budgets for the 2019/20 period (ibid., paras. 137-139).

81. The Secretary-General provides updated information with respect to Umoja benefits realization in peacekeeping operations in his latest overview report (ibid., paras. 143-149). He indicates that, on the basis of the recommendations of the Board of Auditors, which were endorsed by the General Assembly in its resolutions 70/248 and 71/272, the Secretariat is refreshing the business case and has initiated a more comprehensive review of the Umoja benefits realization process across the Organization (ibid., para. 144). The overview report states that qualitative benefits for peacekeeping missions for the 2017/18 period will include the following: (a) a reduction of manual inputs and real-time tracking of human resources administration and entitlement processing; (b) better and real-time visibility to resource utilization, better cost measurement and improved cash management; and (c) real-time analysis of travel information and costs and elimination of paper-based travel requests (ibid., para. 145).

82. Regarding quantitative benefits, $33.2 million in the form of cost reductions were expected to be realized across peacekeeping budgets for the full 2017/18 period (ibid., table 4). However, the Secretary-General indicates that the full deployment and stabilization of Umoja, including the implementation of further improvements to the Umoja travel module, remains a precondition for the realization of these benefits. For 2017/18, benefits totalling $4.7 million resulted largely from reductions in support personnel and a further integration of human resources and financial transactional processes that have been transferred to the Regional Service Centre (ibid., table 5). The report also indicated that Umoja has enabled further streamlining of processes and for the global field support strategy to be further implemented. On this basis, the cumulative efficiency gains for peacekeeping operations would be at least $43.4 million from 2014/15 to 2017/18 (ibid., para. 148). It is also anticipated that, once the Umoja Extension 2 supply

chain management functionality is stabilized in the last quarter of 2019, significant quantitative benefits will be generated (ibid., para. 149).

83. As regards the recurring operating, maintenance, infrastructure and satellite costs of running Umoja, which are now charged centrally to the budget of the United Nations Logistics Base (see A/70/742, para. 39), the overview report indicates that these will amount to $25 million in 2017/18, representing an increase of $8.2 million over the 2016/17 period (ibid., table 7). In addition, for the 2017/18 period, support costs for Umoja implementation are estimated at $7.6 million, will be covered from mission budgets and consists of the costs of Headquarters deployment teams (to be engaged in business readiness activities for Umoja Extension 2), the decommissioning of Galileo (see paras. 91-93 below) and contractual services related to post deployment support (A/70/742, annex XI). Additional costs of $19.6 million for ongoing information technology operating and maintenance costs for Umoja and other enterprise-wide systems for peacekeeping operations are proposed in the Base's budget. These include infrastructure and maintenance costs, master data management, recurrent contractual support and the maintenance of tier 2 help desk services.

84. **The Advisory Committee notes that there is a significant difference between the quantified benefits reflected in individual peacekeeping components ($4.7 million) and the anticipated level of cost reductions in peacekeeping operations in 2017/18 reflected in the overview report ($33.2 million). The Committee trusts that, in responding to the General Assembly's request for the Secretary-General to refresh the Umoja business case and review the benefits realization process across the Organization (resolution 71/272), the Secretary-General will examine this disparity as well as the different costs incurred and provide a detailed explanation in the context of his next report on the implementation of Umoja.**

85. **The Advisory Committee also looks forward to examining further details pertaining to Umoja's verifiable costs and benefits, including in peacekeeping operations, upon completion of the updated business case and trusts that future overview reports will also incorporate comprehensive details in this regard.**

(b) Consolidation of payroll functions in the Kuwait Joint Support Office

86. One of the specific benefits cited by the Secretary-General with respect to Umoja relates to the possible streamlining of peacekeeping missions' transactional and administrative functions. In particular, he indicates that the deployment of Umoja cluster 5 to field missions in 2016 has enabled the centralizing of some payroll processing responsibilities for national staff and individual uniformed personnel, with a proposed consolidation of the posts responsible for performing these functions within two payroll hubs, at the Regional Service Centre and the Kuwait Joint Support Office. According to the Secretary-General the Centre will continue its responsibility in this regard for 2017/18, with its client base expanded to include MINURSO, whereas the centralization of payroll processes at the Kuwait Joint Support Office reflects a temporary arrangement, pending a decision by the General Assembly on the global service delivery model (ibid., para. 141).

87. During its review of the 2017/18 peacekeeping budget proposals the Advisory Committee noted that several posts had been identified within the proposed mission budgets, to be assigned to and managed by the Kuwait Joint Support Office in order to perform central payroll administration and support services from that location. The Committee was informed, upon enquiry, that a total of 11 peacekeeping posts had been identified from UNIFIL, UNDOF, UNFICYP and UNMIK. The Secretary-General's proposal involves a proposed reduction of one post each in UNIFIL and

UNFICYP. In the case of UNIFIL, the Committee also notes that the proposed budget contains a provision for four individuals to travel on temporary duty assignment (for a total of 368 days) to act as local process experts to support the payroll consolidation process. The Committee's comments and recommendations in respect of these individual resource proposals are contained in its reports pertaining to the two missions (A/71/836/Add.5 and A/71/836/Add.3).

88. The Advisory Committee was informed upon enquiry that these temporary arrangements have been in place for the above-mentioned missions since November 2016, following the deployment of Umoja cluster 5. At that time, the Kuwait Joint Support Office assumed responsibility for processing payroll for an additional 3,000 national staff and 200 individual uniformed personnel from 14 peacekeeping operations and special political missions.

89. The Advisory Committee recalls its comments with respect to the Secretary-General's proposal to put in place a global service delivery model for the Secretariat, contained in its recent report on the subject (A/71/666). Specifically, the Committee expressed the view that proposals regarding the expansion of shared services to the field were at a very preliminary stage, while noting that a readiness assessment of the Regional Service Centre and missions and review of the Kuwait Joint Support Office was envisaged to be conducted in the early part of the design phase. In its resolution 71/272, the General Assembly endorsed the Committee's recommendation that this assessment include a comprehensive study taking into account the existing service delivery arrangements of those locations from which shared services were provided for peacekeeping and special political missions (ibid., para. 46). **While the Advisory Committee does not object to this interim arrangement to support the implementation of Umoja, it recalls that, in accordance with General Assembly resolution 70/248, any changes to the existing and future service delivery model must be approved by the General Assembly.**

90. With respect to the practice of relocating posts or positions, the Advisory Committee recalls the General Assembly's endorsement (resolutions 70/288 and 69/309) of its recommendations in the context of a separate, unrelated proposal to relocate positions within the United Nations Logistics Base between Brindisi, Italy, and Valencia, Spain, in which it stressed the obligation to obtain the approval of the Assembly in such cases and that such actions should be taken in full compliance with all relevant rules and regulations, including with respect to financial, budgetary and human resources management matters (see A/70/742/Add.9, paras. 16 and 17, and A/69/839/Add.9, para. 34). **The Advisory Committee stresses that any relocation of positions should be undertaken in full compliance with all relevant rules and regulations.**

(c) Galileo decommissioning

91. The Advisory Committee notes that mission budget proposals for 2017/18 include resource requirements for the decommissioning of Galileo, the current system of record for peacekeeping missions for plant, equipment and inventory, including strategic deployment stocks, which will be migrated to Umoja. The overview report indicates that the project includes data cleansing and the development of the system enhancements necessary before conversion. It is indicated that the project is a prerequisite for ensuring readily available and detailed information on inventory balances, by plant location that will be utilized for reporting, budgeting and operational purposes and will lead to efficiency gains in the management of assets (A/71/809, para. 127).

92. The overview report contains further details with respect to this project, which is due to be completed by September 2017 (ibid., annex XI, para. 8). The estimated costs for the project for the 2017/18 period amounts to $4.2 million and covers the provision of general temporary assistance deployed to the Logistics Support Division within the Department of Field Support and information technology contractual services. Expenditures incurred, which relate to peacekeeping, are to be charged to the peacekeeping missions on a cost apportionment basis. The Committee was informed that costs were borne by missions since the work involved data cleansing, enrichment and predeployment preparatory activities.

93. The Advisory Committee was informed upon enquiry that resources totalling $6.2 million for this project had been provided during the 2016/17 period to cover the provision of 16 general temporary assistance positions, information technology services and official travel, mainly for training workshops with field missions. Work included the following: an analysis of business requirements vis-à-vis the Umoja functionality; an identification of system configuration changes; the confirmation of conceptual design and data flows; the completion of a detailed business process design; the identification of critical business requirement gaps; the creation or modification of functional design and the configuration documents; and confirmation of a test strategy and deployment approach. The Committee was also informed that the continuation of these 16 general temporary assistance positions will be required to support the successful roll-out of the project and provide ramp-up support until the first quarter of 2018. It is anticipated that the 16 positions will be needed to assist with stabilizing the deployment and to address any unexpected technical issues through June 2018. **The Advisory Committee trusts that the Galileo decommissioning project will be completed within the revised time frame and that the resources made available for Galileo decommissioning will be used efficiently. Consolidated and detailed information in this regard should be included in the next overview report.** The Committee's comments on the proposed resources for 2017/18 for this project are contained in its report on the support account for peacekeeping operations (A/71/883).

(d) Supply chain management

94. Details relating to the ongoing development of the supply chain management strategy are set out in the Secretary-General's most recent overview report (A/71/809, paras. 84 to 88). The Committee recalls its observations and recommendations in this regard, including the need to incorporate the lessons learned from the implementation of the global field support strategy, through to the provision of a comprehensive description of verifiable costs and benefits, effective project management and oversight mechanisms and the requirement for continuous client and stakeholder engagement (A/70/742, para. 87).

95. The Secretary-General's report contains brief updates on the implementation of four pilot projects identified to improve the following: (a) acquisition planning; (b) centralized warehousing; (c) the use of international commercial terms (Incoterms) for delivery; and (d) the establishment of the framework for a trial of an end-to-end supply chain through the East African corridor project. The Secretary-General also indicates that a first version of the blueprint for supply chain management has been finalized. Upon request, the Advisory Committee was provided with details contained in the blueprint, including descriptions of the desired end-state for the key supply chain processes (labelled "plan", "source", "deliver" and "return"); key enablers; three one-year implementation tranches, ending in the 2018/19 period; and responsibilities and functions for implementation of the project.

96. The Advisory Committee notes that no detail pertaining to the foreseeable costs and benefits of this initiative are included in the overview report or in the budget reports of the Secretary-General with respect to the United Nations Logistics Base, the Regional Service Centre or the support account for peacekeeping operations. At the same time, the Committee notes that $7.1 million in related resource requirements, apportioned across mission budgets and the support account, are included in the proposals for the 2017/18 period (as compared to $3 million in 2016/17).

97. In the overview report, the Secretary-General also indicates that implementation of this strategy requires a change in mindset, training, reprofiling of jobs and revision of organizational structures. The Advisory Committee notes that budget proposals for 2017/18 include proposals to restructure the Logistics Support Division at Headquarters (to align it with an integrated "end-to-end" supply chain approach), a revision to the structure of the United Nations Logistics Base and modifications to the mission support components within all individual missions, which, in some cases, entails extensive redeployment and reassignment of posts (see paras. 121-127 below, on redeployment/reassignment practices). The Committee recalls the decision of the General Assembly, in its resolution 70/286, that any changes in the organizational structures, roles and functions of the Department of Field Support, the Global Service Centre, the Regional Service Centre and field missions attributed to this project will be submitted to the Assembly for its consideration and approval (resolution 70/286, para. 65).

98. **The Advisory Committee notes with concern that a comprehensive description of project costs and benefits with respect to the supply chain management strategy have still not been provided to the General Assembly, despite a significant increase in the proposed resource requirements for 2017/18 and extensive structural implications reflected in the related budget proposals for individual missions, the United Nations Logistics Base and the support account for peacekeeping operations. The Committee again stresses the importance of drawing the lessons of the global field support strategy in this regard as well as the provision of comprehensive, verifiable detail pertaining to project costs and benefits, across all peacekeeping operations as a matter of priority.**

4. Mission-specific efficiency gains

99. In terms of efficiency initiatives to be undertaken by specific missions, the Advisory Committee continues to note considerable variation in terms of the breadth and ambition of the measures put forward in the budget proposals (see A/69/839, paras. 83 and 84). For example, in the 2017/18 budget proposal for MINUSCA, a mission with resource requirements approaching $1 billion for the financial period, the only quantifiable efficiency gain reported relates to a decision to conduct management retreats locally, thereby reducing conference and travel costs by $120,000 over the year. By contrast, the proposed resource requirements for UNIFIL, which are approximately half as much, reflect efficiency gains estimated at $5.8 million for the same period.

100. **While acknowledging that the ability of missions to achieve efficiencies depends in part on the relative stability of each mission's operating environment, the Advisory Committee notes with concern the persistence of uneven approaches between missions to achieving efficiency gains as well as with respect to the related reporting thereon in respective budget reports. The Committee trusts that certain standardized performance metrics discussed in paragraphs 55 to 57 above will contribute to a more uniform approach to the**

identification, implementation and reporting of mission-specific efficiency measures in future.

5. Use of the Regional Procurement Office for peacekeeping procurement

101. The General Assembly, in its resolution 69/273, decided to establish the Regional Procurement Office in Entebbe, Uganda, as a regular office within the Procurement Division of the Department of Management, following its establishment as a pilot project in July 2010. In his most recent overview report, the Secretary-General states that pursuant to this resolution, and in consideration of the implementation of Umoja in the field as well as ongoing strategic initiatives such as the global service delivery model and the supply chain management project, measures have been explored to improve the functional capacity of the Office and strengthen its regional role (A/71/809, para. 142). The related resource requirements for the Regional Procurement Office are also presented in the overview report (ibid., annex XIII). It is indicated that the objective of the Office is to streamline procurement services to United Nations field missions and offices in the Central and East African regions through various steps, including joint regional acquisition planning, the consolidation of requirements for regional systems contracts and the provision of technical assistance to missions (ibid., annex XIII, para. 4).

102. As regards the staffing and resource requirements of the Regional Procurement Office, in particular those covered by peacekeeping operations, the Secretary-General indicates that the Office has hitherto been reliant upon the temporary provision of posts and resources from missions, without a formal commitment of those resources (ibid., para. 5). The Office currently consists of 23 posts, with 21 posts provided from client peacekeeping missions and 2 posts deployed from the Procurement Division under the support account, a level that will be maintained in 2017/18 and is reflected in the respective mission and support account budget proposals (ibid., para. 9). It is also indicated that the current staffing requirement for the Office is commensurate with the level of service currently provided to missions in Central and East Africa (ibid., para. 11). The distribution of posts by mission is reflected in the report (ibid., annex XIII, table 3) and is as follows: MONUSCO, 6 posts; UNAMID, 5 posts; UNMISS, 9 posts; UNSOS, 1 post.

103. Upon enquiry, the Advisory Committee was informed that this staffing level was supported by the Regional Procurement Steering Group, which recommends regularization of these posts under the Procurement Division. The Committee was also informed that staff vacancy levels remain high, which is largely due to the fact that the recruitment and management of the posts have remained under the control of the client missions, affecting the ability of the Regional Procurement Office to reach full staff capacity. Specifically, the Committee was informed that, initially, UNSOS could not commit its staffing share, but has subsequently assigned a P-5 post, which is now encumbered by the Chief of the Office. MINUSCA, however, which required significant support during its initial expansion phase, had provided two posts and one general temporary position, which were subsequently withdrawn by the Mission as it neared full operational capacity.

104. The Committee was also informed that the proposed transfer of resource requirements will be presented to the General Assembly in the context of the support account for peacekeeping for the 2018/19 period and that the staffing resources will be further reviewed in this context, depending on the level of services to the existing missions and potential new client missions. Once high staff vacancy levels are addressed, the Regional Procurement Office intends to conduct further analysis in order to balance its resources in line with the volume, complexity and size of the client missions and the envisaged increase in workload from other field missions.

105. Further comments on regional procurement within the context of service delivery are included in the Secretary-General's most recent report on the procurement activities of the United Nations Secretariat (A/71/681), which, along with the Advisory Committee's observations and recommendations thereon (A/71/823, paras. 4-11), were before the General Assembly at the time of the Committee's consideration of the peacekeeping budget proposals. **The Advisory Committee trusts that the ongoing operation and development of the Regional Procurement Office, including its functions, authority and requisite resource requirements, will be guided by future decisions of the General Assembly.**

D. Human resources issues

106. An overview of all human resources — military, police and civilian — for peacekeeping operations from 2012/13 to 2017/18 is contained in table 5.

Table 5
Overview of human resources for peacekeeping operations, 2012/13 to 2017/18

	2012/13 (approved)	*2013/14 (approved)*	*2014/15 (approved)*	*2015/16 (approved)*	*2016/17 (approved)*	*2017/18 (projected)*[a]
Number of missions						
Peacekeeping missions and UNSOS[b]	15	14	15	15	15	14
Number of approved personnel						
Military and police personnel authorized by the Security Council	127 829	135 452	149 264	143 083	139 546	139 045
Civilian staff in missions and UNSOS	23 694	22 808	22 542	21 134	19 964	18 569
Regional Service Centre in Entebbe	–	–	–	–	421	439
Global Service Centre	423	420	424	452	444	448
Support account	1 429	1 435	1 458	1 461	1 469	1 466
Total	**153 375**	**160 115**	**173 688**	**166 130**	**161 844**	**159 967**

[a] Subsequent to the finalization of the overview report, the Security Council decided, in its resolution 2350 (2017) of 13 April 2017, that MINUSTAH would gradually draw down its military component and withdraw from Haiti by 15 October 2017. A successor operation, the United Nations Mission for Justice Support in Haiti, composed of up to 980 formed police unit personnel and 295 individual police officers, was approved for an initial period of six months from 16 October 2017 until 15 April 2018. The figures in the present report reflect the Secretary-General's initial budget proposal for 2017/18 and do not include adjustments pertaining to the withdrawal of MINUSTAH and the establishment of the new mission. In addition, the Security Council decided, in its resolution 2348 (2017) of 31 March 2017, to reduce the authorized troop ceiling in MONUSCO by 3,700 military personnel, while expanding the Mission's mandate to include, inter alia, the provision of technical assistance and logistical support for the electoral process.

[b] Excluding UNMOGIP and UNTSO, which are funded from the biennial programme budget.

107. In the overview report it is stated that roster-based recruitment now represents 85 to 90 per cent of all field recruitments. During the 2015/16 period, rosters were maintained across 24 occupational groups, with a total of 38,000 applications received for 70 generic job openings. During this period, 1,011 candidates were selected from rosters for vacancies in field missions across 24 job families (A/71/809, paras. 172 and 175) (see also paras. 134-136 below on the role of the expert panels).

108. Table 9 of the report contains details regarding budgeted and actual vacancy rates. The Secretary-General points out that the vacancy rates applied in the calculation of budgets for the 2017/18 period will remain largely comparable to

those approved for the 2016/17 period, with notable exceptions in MINURSO, the Regional Service Centre in Entebbe and UNMIL (ibid., para. 164). **The Advisory Committee recalls the General Assembly's request, reflected consistently in its resolutions on peacekeeping budgets, that the Secretary-General ensure that vacant posts be filled expeditiously**. Comments on variances and recommended adjustments to vacancy factors are contained in the Committee's reports on the respective mission budgets, where applicable.

1. Representation of women in peacekeeping operations

109. Details concerning empowering women and gender mainstreaming are given in the Secretary-General's overview report (ibid., paras. 27-30) as well as details on improving the representation of women at the senior level (para. 32). It is stated in the report that a 2015 global study and review of the implementation of Security Council resolution 1325 (2000) on women and peace and security highlighted the need for enhanced accountability. As a result, new reporting lines have been introduced and related support on the integration of gender into mandate delivery to all substantive components has been provided. Military gender advisers have been deployed in several missions and an action plan is being implemented to increase the numbers of women in military contingents. The Police Division has established a target of 20 per cent female police deployments by 2020 and is undertaking a range of related training and outreach initiatives. Finally, it is indicated in the report that gender targets have been included as an indicator of achievement in the management compacts between the Secretary-General and his senior representatives as well as with the Under-Secretaries-General for Peacekeeping and Field Support. Regarding representation at senior staff levels, it is indicated that 25 per cent of heads and deputy heads of peacekeeping operations were women as at September 2016 and that targeted outreach efforts are ongoing.

110. Upon request, the Committee was provided with further information with respect to the above-mentioned action plan. Efforts include the promotion of direct engagement with women's civil society groups with a view to incorporating their views into the delivery of protection functions and to encourage military planners to consider the impact of operations on women and children. The Committee was also informed that an examination of obstacles in reaching a 15 per cent target in Military Observer and Staff Officer posts is also under way. A Military Gender Advocate of the Year award was presented for the first time in 2016.

111. The Committee was also informed that, as at 31 January 2017, 3.29 per cent of the officers and soldiers deployed in all peacekeeping officers were women. The Office of Military Affairs is seeking to double this level of representation by the end of 2020. Regarding civilian personnel, as at 30 November 2016, women made up 28.3 per cent of international staff in field missions and 18.1 per cent of national staff. Rosters for deployment to missions now contain 30 per cent women, but the proportion of women actually deployed has not changed significantly in recent years.

112. In this connection, the Committee was informed that in line with the commitment of the Secretary-General to achieve a 50/50 ratio of women to men by 2020 across the United Nations system, he has established a system-wide Task Force on Gender Parity and Equality to help to rapidly increase the number of women working in the United Nations, including field missions.

113. **The Advisory Committee remains concerned about the persistent gender imbalance in the staffing of peacekeeping missions, in particular at the more senior levels. The Committee supports the establishment of the Secretary-General's system-wide Task Force on Gender Parity and stresses that concrete**

actions will be needed to address the obstacles in attracting, promoting and retaining qualified women in peacekeeping operations.

2. Representation of nationals from troop- and police-contributing countries

114. The Advisory Committee recalls that, in its resolution 70/286, the General Assembly requested the Secretary-General to intensify his efforts to ensure proper representation of troop-contributing countries in the Departments of Peacekeeping Operations and Field Support. Details concerning actions taken in this regard are given in the Secretary-General's most recent overview report (A/71/809, para. 177); they include a number of adaptations to the recruitment process along with the conduct of various outreach activities.

3. Civilian staffing reviews

115. In the Secretary-General's overview report it is indicated that civilian staffing reviews continue to form an integral part of workforce planning, by aligning civilian resources with the priorities of a peacekeeping mission for effective mandate implementation. The reviews examine capacity and structure, nationalization, outsourcing opportunities and cooperation with the United Nations country teams (ibid., para. 96). To date, such reviews have been completed for 14 peacekeeping missions and the Regional Service Centre in Entebbe. A review for the United Nations Logistics Base is planned for 2017 (ibid., para. 97). As regards transition and workforce planning, it is stated in the report that, since a number of peacekeeping operations are currently undergoing transition, downsizing and liquidation, a comprehensive downsizing policy is being developed (ibid., para. 95).

116. The Committee recalls that the Board of Auditors has made related observations and recommendations concerning the civilian staffing reviews in its report on the accounts of the United Nations peacekeeping operations for the financial period ended 30 June 2016 (A/71/5 (Vol. II), paras. 250-257). The Board indicates that these reviews are conducted in order to examine whether the structure of a mission supports its mandate and strategy. The reviews also consider whether roles are redundant or could be delivered by other means. The Board notes that the 14 civilian staffing reviews that had been completed as at 31 December 2015 resulted in the recommendations that 1,818 positions be abolished and 597 positions be nationalized.

117. Upon enquiry, the Committee was informed that the practice of conducting these reviews started in 2013 and that resulting recommendations have been included in successive mission budget proposals since that time. Reviews have been completed in all missions with the exception of UNMIL and UNFICYP. In the case of UNMIL, the review was initially not conducted because of the Ebola crisis and the subsequent decision to withdraw and liquidate. For UNFICYP, the Committee was informed that a review had been initiated in 2015 but had been placed on hold, owing to the progress in the political negotiations and the Security Council's confirmation of the importance of transition planning in the event of a potential settlement. In its resolution 70/273, the General Assembly endorsed the recommendation of the Advisory Committee that the civilian staffing review be conducted prior to submission of the mission's 2017/18 budget. However, the review has not yet taken place. In its related report on the 2017/18 budget proposal for UNFICYP, the Committee reiterated its general view that civilian staffing reviews should be conducted on a regular basis and recommended that the General Assembly request the Secretary-General to conduct a civilian staffing review for UNFICYP prior to the submission of the 2018/19 budget proposal for that mission (see also A/71/836/Add.3, para. 16).

118. In its report, the Board of Auditors also expressed the view that civilian staffing reviews as an instrument for assessing the staffing structure of missions should be evaluated to determine whether they are achieving their objectives (A/71/5 (Vol. II), para. 257). The Committee was informed that pursuant to the recommendation of the Board an after-action review had been initiated, focusing on the impact of the reviews on mission staffing and structure with regard to effective mandate implementation, and was due to be completed by September 2017. **The Advisory Committee trusts that the information on the above-mentioned review will be included in the next overview report.**

4. Post classification exercise

119. In the overview report it is stated that a classification exercise of posts located in field missions was completed in December 2016. The exercise covered approximately 19,000 authorized posts in all civilian staff categories in peacekeeping operations and special political missions up to and including posts at the D-1 level. All posts at the D-2 level and above or posts which had been previously classified were not included in this exercise. Post levels were determined by analysing the duties and responsibilities for each post and applying the International Civil Service Commission (ICSC) master classification standards. Final results of this exercise were reflected in the proposed staffing tables for peacekeeping operations for the 2017/18 period. Changes in the Field Service, General Service and National Professional Officer categories are reflected in figures I-III of the overview report.

120. Upon enquiry, the Committee was informed that the vast majority of posts remained at the same level following the completion of the post classification exercise. Approximately 10 per cent of the posts in the Field Service, national General Service and National Professional Officer categories were found to reflect different duties, and were therefore classified at a higher or lower level than the duties initially assigned to the unclassified post upon recruitment. From a breakdown of those posts where changes in the level were required, the Committee notes that a total of 191 posts were classified downward and 1,387 were classified upward. Consequently, the related impact on salary and common staff costs results in a net financial impact of some $5.7 million across 15 different missions, the United Nations Logistics Base and the Regional Service Centre in Entebbe in the 2017/18 period. The Committee noted certain instances in which post levels were increased by three grades. The Committee was also informed that the job descriptions were reviewed by an independent team of classifiers trained in the ICSC standards of classification for the Professional and General Service categories and the Secretary-General approved classification standard for Field Service staff. **In cases in which post levels changed as a result of the post classification exercise, the Advisory Committee notes that the majority of changes were upgrades.**

5. Reassignment and redeployment of posts and positions

121. In its consideration of individual mission proposals, the Advisory Committee noted several instances in which the budget documents proposed numerous changes in the staffing component for the 2017/18 period, including large numbers of redeployments and reassignments within and between mission components. For example, in the case of MINUSCA, it was proposed that 111 posts and positions be reassigned between different organizational units within the mission. Even in smaller missions such as UNIFIL, the budget proposal contains a proportionately high number of redeployments (275) and reassignments (19). In UNSOS, the budget proposal includes 154 redeployments and reassignments, with an additional 69 posts

or positions proposed for relocation between sectors and offices in Somalia and Kenya. In this instance, the Committee notes that the proposal for 2017/18 comes after the completion of a comprehensive assessment of the UNSOS staffing component in 2015/16 and a comprehensive reorganization of its organizational structure in 2016/17, with the establishment of 112 new posts and positions in that period.

122. The Committee recalls that the definitions pertaining to changes in staffing are reflected in annex I to each budget report, wherein it is indicated (a) that a post reassignment is applied when an approved post that was intended to cover a certain function is proposed to implement other priority mandated activities unrelated to the original function; and (b) that while a post reassignment may involve a change of location or office, it does not change the category or level of the position. It is further indicated in the definitions that a redeployment, in contrast, relates to an approved post or position that is proposed to cover comparable or related functions in another office.

123. From the Advisory Committee's consideration of different mission budget proposals, in particular proposed changes within the mission support components, it would appear that the proposed reassignments do not always adhere to the above-mentioned definitions. The proposed alignment of mission support structures is, in certain cases, attributed to the implementation of the global field support strategy and/or the supply chain management strategy, without clearly described changes in proposed post/position functions. In other cases, the proposed staff movements do not appear to be justified on the basis of a precise, clear assessment of workload factors.

124. As a general observation, the Advisory Committee considers that proposed reassignments as contained in the Secretary-General's peacekeeping budgets for 2017/18 fall into three broad categories: (a) those in which the functions remain broadly similar, with changes in title, location or organizational unit — which would be more commonly considered to be "redeployments" in accordance with the definition provided in paragraph 122 above; (b) those post reassignments with bona fide changes in functions which should, in the view of the Committee, be considered the equivalent of a proposal to both abolish a current post and establish a new post, which would therefore be subject to procedures applicable to new posts, including a full justification of their functions, recruitment and selection processes, and application of a 50 per cent vacancy factor in the first year of their establishment; and (c) those for which insufficient justification is provided in support of the new functions and for which the current functions are no longer required in their respective offices.

125. **The Advisory Committee considers that repeated changes to mission structures and post/position locations and functions from one year to the next with no apparent link to changes in mandates or operational circumstances is destabilizing, affecting the clarity and continuity of lines of accountability and control and impacting upon staff performance. Furthermore, frequent movement of posts and positions impacts upon the transparency of related resource requirements and the attribution of costs to specific activities within the mission, making comparisons across financial periods challenging.**

126. **In view of the foregoing, the Advisory Committee recommends that the General Assembly request the Secretary-General to undertake a comprehensive assessment of the practice of reassigning and redeploying posts and positions within peacekeeping missions, with a view to ensuring that relevant rules and regulations are applied consistently in future mission budget proposals.**

127. **In cases where new functions emerge owing to changes in mandates or operational circumstances, the Advisory Committee stresses that any related proposals for new positions, redeployments or reassignments should be fully justified in terms of responsibilities and workload**. In this regard, the Committee's observations and recommendations on individual mission budget proposals for 2017/18 are contained in its respective reports.

6. General temporary assistance positions in missions

128. In the proposed budgets for peacekeeping operations for the 2017/18 period, the estimated requirements for general temporary assistance amount to $36.9 million. Upon enquiry as to the central guidance provided to missions concerning proposals for general temporary assistance positions, the Committee was informed that such positions are intended to cover exceptional and/or peak workload circumstances and for short-term requirements or for sick/maternity leave replacements. As a matter of standing practice, the Secretary-General requires that requests for the establishment of such positions must contain full justification, including workload details, current staffing of the unit, expected achievements, anticipated efficiency and productivity gains resulting from the provision of this resource; and the impact or risk of non-provision of the related proposal for general temporary assistance. In its consideration of the budget proposals for certain missions for the 2017/18 period (such as UNDOF and UNAMID), the Committee considers that this guidance has not been consistently followed (see A/71/836/Add.2 and A/71/836/Add.7 respectively). **The Advisory Committee recommends that the General Assembly request the Secretary-General to ensure that all general temporary assistance positions, including continuing positions, are fully justified in future mission budget proposals, whether or not they were already approved in the prior period's budget, as is already the case for the support account and the United Nations Logistics Base.**

7. Use of temporary duty assignments

129. In previous cross-cutting reports, the Advisory Committee has commented on the practice of using temporary duty assignments, wherein staff are temporarily dispatched on travel status to another office or mission to meet urgent requirements or to bridge critical gaps in staffing while recruitment and onboarding processes are ongoing (see also A/68/782, paras. 68-72, and A/70/742, paras. 104-107).

130. In its last cross-cutting report, the Committee provided observations and recommendations with respect to a proposal made by the Secretary-General to increase the period of assigning staff from Headquarters to missions from three to six months on the grounds that this would better serve the needs of mission start-up or crisis situations. In the absence of any additional substantiation, either in terms of further explanations as to the proposed rationale or provision of historical data, the Advisory Committee did not recommend approval of the proposed extension in the time limitation but sought a more detailed analysis in the context of the next report of the Secretary-General on human resources management (A/70/742, para. 107). Subsequently, in his report on the overview of human resources management reform, the Secretary-General provided additional information, but the Advisory Committee continued to be of the view that more extensive analysis of potential costs and benefits was needed (A/71/557, para. 68). The General Assembly endorsed this recommendation in its resolution 71/263. As such, the current policy remains unchanged at this time.

131. The Board of Auditors, in its report on peacekeeping operations for the financial period ending 30 June 2016, noted that comprehensive information on temporary duty assignments and the associated costs of these arrangements was not

available during its audit, but indicated that the Secretariat had analysed such assignments at missions in East and Central Africa during the financial year 2014/15. The Board concluded that 112 staff members had been released and 148 staff members had been received by missions, the receiving missions having spent $1.2 million on travel costs and daily subsistence allowance; the releasing missions had spent a total of $1.4 million on salary costs relating to the staff on temporary duty assignments during that time. The Board also observed that the justifications provided for those assignments were not always convincing and concluded that this temporary staffing tool should be limited to critical situations, such as mission start-up or liquidation phase (see A/71/5 (Vol. II), paras. 273-276).

132. During its consideration of the budget proposals, the Advisory Committee was provided with details, upon request, on the use of such arrangements in the 2014/15 and 2015/16 periods, the numbers of inbound and outbound staff and temporary duty assignments by functional component and the related costs. The Committee was informed that a total of 153 staff members were received on temporary duty assignment by peacekeeping missions and the Regional Service Centre in Entebbe for the 2015/16 period, costing approximately $2.22 million in airfares and daily subsistence allowances. During the same period, 199 staff members went on temporary duty assignment from peacekeeping missions and the Regional Service Centre to other entities.[9] The Committee also noted instances in which the duration of temporary duty assignments exceeded the three-month limit stipulated by the General Assembly in its resolution 63/250.

133. **In the view of the Advisory Committee, the Secretary-General should consider implementing a full cost-recovery mechanism, with receiving missions covering all expenses related to temporary duty assignments, as a means to ensure greater cost transparency and to encourage use of this exceptional and temporary staffing tool more judiciously. The Advisory Committee also expects that the Secretary-General will fully comply in future with the terms of General Assembly resolution 63/250 and ensure that temporary duty assignments do not exceed three months in duration** (see also A/71/836/Add.9, para. 38).

8. Use of expert panels for roster-based recruitment of field positions

134. In previous reports, the Advisory Committee has discussed the work of the expert panels devoted to roster-based recruitment for filling field-related positions, focusing on the fact that the related travel costs for these panels were being charged to individual mission budgets (A/70/742, para. 42, A/69/839, para. 64). Specifically, the Committee recommended that future overview reports include comprehensive information concerning the work of these panels in future, which was endorsed by the General Assembly in its resolutions 69/307 and 70/286. The General Assembly also endorsed the Committee's recommended adjustments to the related travel costs apportioned to individual missions for 2016/17 so that the overall costs for the expert panels would be maintained at the same levels as those approved for 2014/15 (A/70/742, para. 44).

135. Details relating to expert panel activities and costs are given in the most recent overview report (A/71/809, paras. 172-176). It is indicated that, for the 2015/16 period, 118 expert panel members traveled to interview approximately 3,400 candidates, 1,860 of whom were endorsed by the field central review bodies and placed on appropriate rosters. Panels were made up of at least three subject matter experts and conducted interviews in Brindisi, Valencia, Nairobi and Naqoura and at United Nations Headquarters in New York. During the period from 1 July 2015 to

[9] Including non-peacekeeping entities.

30 June 2016, 1,011 candidates were selected from rosters. As previously indicated, roster-based recruitment represents up to 90 per cent of all field recruitments. As to the cost apportionment to missions, the Advisory Committee was informed upon enquiry that costs are apportioned among missions on a pro rata basis according to the relative size of the missions. Total resources of $1.16 million were expended on the travel and support costs of the expert panels in 2015/16. For the 2017/18 period, $1.3 million is proposed and reflected in the resource requirements for the individual missions (ibid., tables 10 and 11).

136. The Advisory Committee notes from its review of actual travel and support cost expenditure that the cost of rostering amounted to approximately $625 per successful candidate for the 2015/16 period. **While acknowledging the work of the expert panels in facilitating roster-based recruitment for field missions, the Advisory Committee is of the view that videoconferencing should be used to minimize official travel resources needed for these panels as well as to reduce the amount of staff time devoted to travel** (see also A/70/742, para. 44).

E. Air operations

137. Information with regard to the management of air operations in peacekeeping is outlined in the Secretary-General's overview report (A/71/809, paras. 194-200). In addition, annex VIII to the report contains monthly cargo utilization data from January to December 2016, broken down by mission and aircraft type as well as the total number of passengers moved within missions using United Nations air assets for the same period. Details concerning current and planned deployment of unmanned aerial systems in peacekeeping operations are set out in annex IX to the overview report.

138. For 2017/18, proposed resources for air transportation are estimated at $817.8 million as compared to the apportionment of $804.6 million for the 2016/17 financial period, representing an increase of approximately $13.2 million or 1.6 per cent (A/71/809, annex II, table 1). These increased requirements are mainly attributed to the planned deployment of six additional rotary-wing aircraft in MINUSMA; new contractual arrangements in MINUSCA for an additional fixed-wing aircraft and two replacement rotary-wing aircraft, as well as a higher estimated price of fuel; and the addition of one military helicopter and higher contract prices for three fixed-wing aircraft in UNSOS. These increases were offset in part by reduced requirements in UNOCI and UNMIL, owing to the respective closure and drawdown of those missions; lower projected estimates in UNMISS for the deployment of an unmanned aerial system as well as a reduction in that mission's air fleet; and a shift in MINUSCA from a commercial solution for the provision of an unmanned aerial system to a letter of assist with a troop-contributing country (ibid., annex II, table 2). The Advisory Committee notes that the resource requirements for air operations amount to 31.5 per cent of the total requirements proposed under operational costs in 2017/18 or approximately 10 per cent of the projected cost of peacekeeping operations overall.

139. The Board of Auditors, in its report on the financial statements of the United Nations peacekeeping operations for the financial period ended 30 June 2016, makes several observations concerning the management of air transportation during the performance period, specifically with respect to the coordination of air operations in peacekeeping missions, special flight requests, utilization of air assets and the operational capability of unmanned aerial systems (A/71/5 (Vol. II), paras. 140-168).

140. In its last cross-cutting report, the Advisory Committee expressed its regret concerning the lack of specific details provided in the Secretary-General's overview report with respect to various cross-cutting measures taken to improve the efficiency, effectiveness and safety of air operations (A/70/742, para. 117). In addition, the Committee highlighted the ongoing absence of a trend analysis of air asset utilization requested by the Board of Auditors (ibid., para. 122) and sought expedited completion by the Secretary-General of a long-awaited assessment of the roles and responsibilities of the offices handling the management and oversight of air operations (ibid., paras. 130-131). These conclusions and recommendations were endorsed by the General Assembly in its resolution 70/286.

141. In his most recent overview report, the Secretary-General indicated that several actions were under way to improve the overall responsiveness, efficiency and effectiveness of air operations in peacekeeping operations and to achieve economies of scale and cost savings without compromising the quality of services. These include the sharing of regional strategic air assets between missions; the issuance of guidance to missions to improve air asset utilization, fleet composition, and budget projections; as well as increased recourse to the request for proposal procurement process and standby charter arrangements and the application of satellite tracking and aviation information management systems. In addition, it is indicated in the report that an aviation manual, which clarifies the roles and responsibilities with respect to the management and oversight of peacekeeping air assets, had been revised and was undergoing final review (A/71/809, para. 194).

142. In addition to the information reflected in the Secretary-General's overview report, during its consideration of the different reports on peacekeeping operations the Advisory Committee was provided with specific details upon request concerning different aspects of air operations. These include a breakdown of budgeted aircraft costs (including guaranteed fleet costs and costs per flight); explanations responding to the concerns of the Board of Auditors with respect to utilization rates; and detailed comparisons of actual aircraft unit costs over a four-year period in one specific mission context (MONUSCO).

143. In certain cases, however, the Committee found the information in the report or the explanations provided to be fragmented or incomplete. For example, the report provides no details in terms of air asset-sharing between missions or proposed changes to the composition of air fleets in missions, nor any analysis of improved procurement and contractual arrangements and use of standby charter arrangements. Furthermore, the data on monthly cargo utilization and passenger numbers, contained in annex VIII to the report, make no reference to established benchmarks or historical patterns. It is also indicated in the report that completion of the above-mentioned assessment of the roles and responsibilities of the entities involved in air asset management, initiated more than two years ago, is not expected before the third quarter of 2017, while the implications of possible revisions to the aviation manual are not included in the report.

1. Air asset utilization

144. In recent years, the Board of Auditors has repeatedly expressed its concerns with respect to the under-utilization of budgeted flight hours in the case of peacekeeping air assets, noting a mismatch between the quantity of flight hours contracted for the use of air assets and those actually required or utilized by missions (see A/70/742, para. 120). In its most recent report on peacekeeping operations, the Board specifically commented on the use of air assets in UNISFA and the upward trend in the number of days that flights were either not required or not operationally available. The Board recommended that missions be tasked with

analysing aircraft requirements in order to reduce the number of days when mission aircraft are not required (A/71/5 (Vol. II), para. 156).

145. The Advisory Committee was informed, upon enquiry, that the overall aircraft flight hour utilization rate across all missions had increased from 84 per cent in the 2014/15 period to 86 per cent in the 2015/16 period, and that further improvements are expected in 2016/17. The Committee was provided with passenger capacity utilization compared to overall passenger capacity per asset for the 18 month period from July 2015 to December 2016; data for January to December 2016 are reflected in annex III to the present report. The Committee was informed that the performance of trend or historical analyses with respect to utilization rates was considered to be a continuous process, rather than a one-time event, and that results would be incorporated into efforts to revise fleet composition and to improve budget projections. Regarding the number of passengers carried, the Committee was informed that aircraft cannot always maximize their capacity due to constraints such as field elevation, temperature, weather, distance between locations and the need to carry extra fuel.

146. With respect to efforts to put in place shared aircraft arrangements, the Committee was informed, upon enquiry, that planned sharing arrangements are in place among various missions such as MINUSMA, MONUSCO, UNMISS and UNISFA and that this was reflected in the respective budget proposals for 2017/18. The Committee was also informed that aviation assets of all missions are available on an ad hoc or short-term tasking basis, particularly to address exigent operational requirements. In addition, some existing contracts allow activation of optional aircraft should they be needed and, similarly, standby contracts can be utilized and shared, as required. However, no details were provided as to the savings and benefits that these arrangements and contracts have already yielded or are expected to yield.

147. **The Advisory Committee reiterates its view that a consistent methodology for measuring air asset utilization is needed so that meaningful comparisons can be made over time and trusts that comprehensive information thereon will be included in the next overview report of the Secretary-General, including information gained on the experience of sharing mission air assets and the utilization of standby contracts.**

2. Cost recovery practices

148. Concerning the use of mission air assets by other entities or non-mission personnel, a matter raised in the Advisory Committee's last three cross-cutting reports (A/70/742, para. 123, A/69/839, para. 133, and A/68/782, para. 186), the Committee continues to note that the applicable cost recovery policy in respect of such usage has still not been finalized. On the basis of passenger information contained in annex VIII to the overview report, the Committee notes that of the 639,650 passengers transported on the air assets held by 12 peacekeeping missions for the 12-month period ending December 2016, 114,778 were non-United Nations passengers, and an additional 17,407 were individuals from the specialized agencies and United Nations funds and programmes. The Committee notes that these figures represent approximately 21 per cent of the total passengers using United Nations air assets, which was broadly comparable to the figures provided for 2015 (see A/70/742, para. 123). It would appear that practices vary between missions, with some degree of cost recovery currently applied in at least four missions (MONUSCO, UNAMID, MINUSMA and UNISFA). The Committee also notes that non-United Nations passengers are required to sign a general release from liability ("waiver") before boarding a United Nations aircraft.

149. The Committee was informed upon enquiry that the related legal issues concerned a highly specialized area, including on matters with respect to liability exposures and insurance coverage. This required the engagement of outside counsel with expertise in international aviation matters by the Office of Legal Affairs. The Committee was informed that the outside counsel has now advised that charging third party passengers would not adversely impact the United Nations exposure to liability, but that a number of operational changes would be needed. In addition, in order to preserve the protection under the United Nations Third Party Aviation Insurance Policy, the fee charged to third party passengers must be in the nature of an administrative charge or cost sharing/cost recovery arrangement. The review is expected to be completed by the end of May 2017, after which appropriate guidance to peacekeeping missions would be developed.

150. **Given that cost recovery mechanisms are already in place for at least four missions and that the related legal review has not indicated any major difficulties with this practice, the Advisory Committee expects that definitive policy guidance on the question of carrying third party passengers on mission air assets and the related cost recovery practices will be finalized without further delay. Details on this policy, which should be uniformly applied across all missions, should be provided in the next overview report.**

3. Management and oversight arrangements for air operations in peacekeeping missions

151. In its previous three cross-cutting reports, the Committee made a number of observations and recommendations on the roles and responsibilities of different organizational actors with respect to air operations management for field missions, including on the division of labour between the Air Transportation Section within the Logistics Support Division at Headquarters; the Strategic Air Operations Centre situated at the United Nations Logistics Base at Brindisi; the Transportation and Movements Integrated Control Centre, which is part of the Regional Service Centre in Entebbe; and the Joint Movement Coordination Centres located in individual missions (A/70/742, paras. 127-132, A/69/839, para. 139, and A/68/782, paras. 181-184).

152. In 2015, the Secretary-General had indicated his intention to streamline some of the oversight functions relating to critical air operations management (A/69/751/Rev.1, para. 112). The Advisory Committee had been informed at the time of its review of that report that the Department of Field Support had initiated an assessment of the roles and responsibilities of its Air Transportation Section in relation to the Strategic Air Operations Centre and the Transportation and Movements Integrated Control Centre, with a view to improving overall aviation management. In its resolution 70/286, the General Assembly requested the Secretary-General to expedite completion of this assessment and to make comprehensive proposals thereon in the overview report currently under consideration.

153. The Advisory Committee notes that the most recent overview report does not contain any such proposals since the aforementioned assessment has not been completed, and is expected only in the third quarter of 2017 (see A/71/809, para. 199). Upon enquiry, the Committee was informed that the revised aviation manual, undergoing final review, will include a clarification of the roles, functions and responsibilities of these different units. In addition, a new Headquarters directive, still being developed, and related updates to the existing standard operating procedures will further define and clarify these roles. Two basic flow charts, reflecting air movement workflows in the Strategic Air Operations Centre and the Transportation and Movements Integrated Control Centre were also provided upon request. In the view of the Committee, however, these did not clearly outline the aircraft tasking authorities, nor the precise responsibilities and functions

of all offices involved in organizing and authorizing flight movements, including mission components and the Air Transportation Section at Headquarters.

154. The Committee recalls that the Board of Auditors has repeatedly found deficiencies in the coordination of air operations and the roles performed by the different entities responsible for aviation, citing specific weaknesses in the planning and coordination of strategic and out-of-mission-area flights, which is one of the stated responsibilities of the Strategic Air Operations Centre (see A/69/5 (Vol. II), paras. 185-195, and A/70/5 (Vol. II), paras. 99-104). In its most recent report, the Board found, more fundamentally, that there was no clear guidance on how mission air assets should be tasked, coordinated and utilized or on the specific roles of the Strategic Air Operations Centre and the Transportation and Movements Integrated Control Centre in the coordination of air assets. The Board indicates that these entities are not involved in the tasking of aircraft or the execution of flight operations or in addressing flight safety issues, since missions retained full responsibility for those functions (A/71/5 (Vol. II), paras. 140-147).

155. During its review of the most recent overview report, the Advisory Committee was provided with details, upon request, relating to the efficiencies attributable to the activities of the Strategic Air Operations Centre in 2015/16 and 2016/17, as well as statistics on the number of flights coordinated by the Transportation and Movements Integrated Control Centre. The Committee was informed that, during the 2015/16 period, the Strategic Air Operations Centre coordinated and/or monitored a total of 214 strategic air operations, requiring performance of related cost/benefit analyses in order to select the most cost effective aircraft in terms of suitability, proximity and operational cost. The Committee was provided with some examples of cost savings that had, according to the Secretary-General, arisen as a result of the Centre's analyses and recommendations, including recommended adjustments in the UNOCI air fleet composition, resulting in savings of $5.6 million; a new contractual arrangement for the provision of an aircraft in UNMISS that resulted in a cost reduction of approximately $2 million per year; and a recommended contract and carrier change for the provision of regional air operations between UNISFA, UNMISS, UNAMID and MONUSCO resulting in estimated savings of $6 million and the cancellation of one aircraft resulting in a $3.6 million one-time saving. With regard to the Transportation and Movements Integrated Control Centre, the Committee was informed that it coordinated 982 flights or movements in the 2015/16 period.

156. **The Advisory Committee notes with regret that the assessment of the roles and activities of the different offices responsible for the management and oversight of air operations for United Nations field missions has still not been completed, despite repeated recommendations and requests from the General Assembly to do so (resolutions 69/307 and 70/286). In this connection, the Committee recommends that the General Assembly request the Secretary-General to complete all work connected to this assessment before the preparation of the next overview report, including the finalization, issuance and distribution of the updated aviation manual and all related directives, guidance or standard operating procedures, and to report comprehensively thereon in his next overview report.**

157. **The Committee notes the information provided on those savings attributed to the recommendations of the Strategic Air Operations Centre and trusts that such efforts will continue. Information in this regard should be included in future overview reports.**

4. Unmanned aerial systems

158. In its resolution 70/286 (para. 36), the General Assembly, inter alia, reaffirmed its request to the Secretary-General to ensure consistency, transparency and cost-efficiency in the budgeting for unmanned aerial systems in individual peacekeeping operation budget proposals; the Assembly also reaffirmed its request for comprehensive information to be included in the next overview report, including on lessons learned from the utilization of unmanned aerial systems in peacekeeping operations.

159. In his overview report, the Secretary-General indicates that unmanned aerial systems are in use in two peacekeeping missions, MONUSCO and MINUSMA. The current fleet includes systems deployed by troop-contributing countries under letter of assist agreements as well as those deployed by commercial vendors under contractual arrangements (A/71/809, para. 89). Some details on the current and planned deployment of these systems, including estimated resource requirements for 2017/18, are set out in annex IX to the overview report and indicate that arrangements for the deployment of systems to MINUSCA and UNMISS through letter of assist arrangements were under discussion at the time of the finalization of the overview report. It is also indicated in the report that an assessment of the use of these systems in MONUSCO and MINUSMA had been conducted in 2016 and identified the need to streamline their management through their life cycles, from concept development and acquisition of services to deployment and operations. A dedicated working group at Headquarters has been established to provide integrated management, develop standard operating procedures, manage contracts and letter of assist arrangements, and make recommendations for command and control structures.

160. In this regard, the Advisory Committee recalls the observation of the Board of Auditors, contained in its most recent report on peacekeeping operations, concerning the operational capabilities of the unmanned aerial system deployed to MONUSCO. The Board found underutilization of the five unmanned vehicles provided as part of the system under a contract with a commercial provider. This underutilization was mostly attributed to accidents and delays in the replacement of those vehicles that had been damaged. In this case, the Board noted that liquidated damages, provided under the related contract to compensate for the time when the vehicles were not fully operational, had not been recovered and recommended that the Secretariat ensure that any such damages be recovered for all such contracts (A/71/5 (Vol. II), paras. 159-168; see also A/71/836/Add.11). In this regard, the Secretary-General indicates, in his overview report, that many lessons learned were drawn from the pilot exercise in MONUSCO and applied towards current and future acquisitions and operations of unmanned aerial systems (A/71/809, para. 200). However, the Committee notes that no details pertaining to the lessons learned from deploying unmanned aerial systems to date are included in the overview report.

161. Concerning the utilization of those aircraft not intended for cargo or passengers, including unmanned aerial systems, the Committee was informed, upon enquiry, that the concept of utilization differs from that of cargo or passenger carrying aircraft. According to the Secretariat, such aircraft are used for specific tasks only when there is a requirement; otherwise they are on the ground, on standby for tasking (usually on short notice), seven days a week, 24-hours a day. The capacity is available whether or not the aircraft has been tasked to fly.

162. **In view of the issues mentioned in paragraphs 159-161 above relating to unmanned aerial systems, the Advisory Committee is of the view that efforts to improve the management and oversight arrangements for these systems must continue, including the optimization of the number and types of systems**

acquired and the introduction of measures to improve utilization in missions. The Committee also trusts that more comprehensive information on the lessons learned from the deployment of unmanned aerial systems in United Nations peacekeeping operations will be included in future overview reports.

163. Annex IX to the overview report also summarizes the estimated costs pertaining to those unmanned aerial systems already deployed in missions, as well as those proposed for deployment in 2017/18. Projected resource requirements are approximately $53 million, with the cost of one system to be deployed in MINUSMA still to be determined. The Advisory Committee notes that the overview report did not contain any actual cost information pertaining to those systems deployed in past or present financial periods. It is indicated in the overview report that improvements to the recording and classification of related costs are under way (A/71/809, para. 128). **The Advisory Committee trusts that, in conjunction with improved consistency and transparency in the budgeting for unmanned aerial systems, the necessary cost comparisons will be included in future overview reports.** The Committee's specific observations and recommendations with respect to these resources are reflected in its reports on the 2017/18 budget proposals for each of those missions.

164. **In view of the Advisory Committee's observations contained in paragraphs 137-163 above pertaining to the different aspects of air operations, the Committee considers that the information provided in successive overview reports on measures to improve the management and efficiency of air operations in field missions lacks sufficient detail. In addition, responses provided in the context of the Committee's most recent consideration of peacekeeping reports were incomplete or fragmented in nature. The Committee recommends that the General Assembly request the Secretary-General to include detailed, specific and comprehensive explanations regarding the management of air operations in his next overview report.**

165. **In view of the significance of the resources allocated to air operations across peacekeeping operations and the persistent difficulties in obtaining clear and comprehensive information on a number of different aspects, the Advisory Committee has requested the Board of Auditors to conduct an audit of all air operations in United Nations peacekeeping and in special political missions, including on all performance and compliance-related aspects, and to report thereon in the context of its report on the financial statements of the United Nations peacekeeping operations for the 12-month period ended 30 June 2017.**

F. Programmatic activities and quick-impact projects

166. The Advisory Committee recalls that the General Assembly, in its resolution 70/286 on cross-cutting issues (paras. 68-69), recognized that the inclusion of programmatic funds in mission budgets on a case-by-case basis is intended to support the effective implementation of mandated tasks, and requested the Secretary-General to provide information relating to such funding, including the scope, criteria, governance and accounting procedures, and to clearly and consistently present the cost of such activities when they are included in future mission budgets.

167. In his overview report, the Secretary-General indicates that the need for an expansion of programmatic tools was first highlighted in the report of the High-level Independent Panel on Peace Operations as a means for peacekeeping operations and United Nations country teams to deliver more effectively mandated tasks in support of peace consolidation, with the ancillary benefit of increasing the

capacity of United Nations partners to perform peacebuilding tasks. Arrangements for programmatic delivery with implementing partners typically take the form of operational funds for projects required for the implementation of the respective mission's mandated tasks through a wide array of activities including, but not limited to, capacity-building, training, procurement of material and equipment, temporary consultancies and technical expertise (A/71/809, para. 36).

168. Details of the proposed resources for programmatic activities included in the peacekeeping operations are contained in table 16, figure XVI and annex X of the Secretary-General's overview report. For the 2017/18 period, the requirements for programmatic activities in 13 missions are estimated in the amount of $253.3 million, 73 per cent of which relates to mine action activities (see paras. 183-188 below). This compares to $259 million for the 2016/17 period. Activities include those related to disarmament, demobilization and reintegration programmes ($23.9 million); community stabilization and violence reduction projects ($11.7 million); activities in support of the rule of law, human rights, security institutions and security sector reform ($25.8 million); and confidence-building measures ($2.8 million). If the assistance devoted to mine action activities were to be excluded, the resources for other programmatic activities are estimated at $70.3 million, compared to $60.8 million for the 2016/17 period. With the additional exclusion of disarmament, demobilization and reintegration and community violence reduction programmes, which have been included in mission budgets for several years, the proposed resources for other programmatic activities are estimated at $36.7 million, as compared to $24.9 million, representing a 32 per cent increase on the 2016/17 period (A/71/809, para. 191).

169. Upon request, the Committee was provided with a breakdown by mission of the $36.7 million proposed for programmatic activities, excluding resources for mine action activities, disarmament, demobilization and reintegration and community violence reduction programmes, which is contained in table 6. The Committee was informed that the $11.9 million increase is attributed to an expansion of requests from MINUSMA, MINUSCA, MONUSCO, UNMIL and UNMIK, offset in part by reduced requirements in UNAMID and the closure of UNOCI.

Table 6

Resources related to programmatic activities for the 2016/17 period and the 2017/18 period, excluding mine action activities, disarmament, demobilization and reintegration and community violence reduction programmes

(Thousands of United States dollars)

Missions	*Allocated resources 2016/17*	*Proposed resources 2017/18*	*Difference increase (decrease)*
MINUSCA	7 709.0	10 893.1	3 184.1
MINUSMA	–	4 913.0	4 913.0
MINUSTAH	4 435.0	4 435.0	–
MONUSCO	943.8	2 330.0	1 386.2
UNAMID	3 195.0	2 900.0	(295.0)
UNMIK	389.8	2 367.1	1 977.2
UNMIL	3 346.0	7 000.0	3 654.0
UNMISS	1 865.7	1 867.7	–
UNOCI	2 999.9	–	(2 999.9)
Total	**24 884.2**	**36 705.9**	**11 819.7**

170. The Advisory Committee notes that although the Security Council makes specific reference to programmatic activities only in connection with support for the scaling-up of the activities and programming of the United Nations country team in view of the upcoming closure of UNOCI (see Security Council resolution 2284 (2016)), the Council has routinely mandated activities in specific missions in the areas of disarmament, demobilization and reintegration, demining and community violence reduction. The Advisory Committee was informed, upon enquiry, that programmatic activities are linked to tasks in support of missions' mandates, which are often highly political in nature and related to the pursuit of a political process, and that the need for an explicit mandate requesting the mission to carry out these activities is not a requirement.

171. During its consideration of the overview report, the Advisory Committee requested and was provided with extensive details pertaining to the proposed resource requirements by mission, how each activity supports mandate implementation, and proposed implementing partners. **The Advisory Committee trusts that the information relating to the programmatic activities undertaken and proposed will be provided to the General Assembly at the time of its consideration of the mission budget reports for the 2017/18 period.**

172. With respect to the criteria established to determine the eligibility of programmatic activities for inclusion in mission budget proposals and the related policy guidance thereon, the Advisory Committee notes that the overview report did not include any relevant information in this regard. Upon enquiry, the Committee was informed that policy guidance has been developed by the Departments of Peacekeeping Operations and Field Support and was disseminated to all field missions in August and September 2016. According to the Secretariat, this guidance contained eligibility criteria, standardized templates for the development of programmes and budget submissions, as well as guidance on the Headquarters approval process and reporting requirements. Criteria indicated that proposals for programme delivery must set out deliverables that have a direct and unambiguous linkage to implementation of mandated tasks and are reflected in the results-based-budgeting frameworks contained under the respective mission budget submissions. Missions are also required to provide details concerning the existing mechanisms in place for oversight, implementation, monitoring and reporting.

173. The Committee was also provided with the criteria established to determine the selection of the implementing partners, which stated the need for (a) a clear linkage with the mission's mandate; (b) early and consistent integrated planning with the United Nations country team; (c) comparative advantage assessments underpinning the proposal for an integrated arrangement; (d) a basis for the proposed use of assessed funds in the context of a larger funding analysis; and (e) avoidance of double charges and high overhead costs. The comparative advantage analysis should reflect the unique contribution that the partner can make in the selected area of activity and include a demonstrated capacity to deliver the activities, in terms of resources, leverage, delivery approaches, cost effectiveness and accountability measures.

174. With regard to the role of United Nations country team entities as implementing partners, the Committee was informed, upon enquiry, that missions would engage such entities that have comparative advantage in the substantive area, but that this might vary during the life cycle of a peacekeeping mission, as implementing partners scale up their activities and capabilities in line with improvements in stability and security. All the programmatic activities funded through peacekeeping budgets are consistent with the mandates and country programmes of the United Nations entities implementing those activities. The Committee was informed that, as a matter of principle, agencies, funds and

programmes are required to ensure consistency between the integrated strategic frameworks and their country programming frameworks.

175. The Committee was further informed that work was ongoing concerning the contractual arrangements with implementing partners to ensure that appropriate and standardized provisions are in place. In addition, Headquarters is working directly with missions to ensure that Umoja will enable missions to separately identify and monitor project expenditure and implementation (see also paras. 26-36 above on the related matter of budgetary redeployment practices and recommended limitations pertaining to programmatic activities).

176. **The Advisory Committee notes the expansion of programmatic tools within peacekeeping missions and the related increase in programmatic activities funded from peacekeeping mission budgets. In this regard, the Committee considers that greater clarity is required concerning a range of different aspects with respect to these activities. The Advisory Committee notes that the report of the Secretary-General does not provide comprehensive information relating to scope, criteria, governance and accounting procedures for programmatic activities funded from peacekeeping operations, as requested by the General Assembly in its resolution 70/286.**

177. **The Advisory Committee is not proposing any adjustments to the resources proposed for programmatic activities in peacekeeping missions at this stage, but the Committee is of the view that there is an urgent need to provide greater clarity in this regard.**

178. **However, in order to ensure improved clarity and transparency and greater policy coherence, the Advisory Committee recommends that, in addition to the outstanding requirements of General Assembly resolution 70/286, the General Assembly request the Secretary-General to develop comprehensive guidance in this regard which would include, inter alia, (a) explanations of the types of programmatic activity to be funded by peacekeeping missions, clearly distinguishing between activities such as demining, disarmament, demobilization and reintegration and community violence reduction projects, which have been part of the mission budgets for several years, and other programmatic activities as well as quick-impact projects; (b) justifications that the activities support implementation of mandated tasks in each mission; (c) the mission's comparative advantage in the delivery of these activities as well as those of the partners selected to implement them; (d) the contractual arrangements in place with implementing partners, including clear identification of any related administrative overhead charges; and (e) appropriate oversight, governance and reporting mechanisms.**

179. **Detailed information pertaining to the aforementioned policy guidance, together with how it has been applied in the context of the budget proposals for the 2018/19 period, should be included in the next overview report.**

180. During its consideration of the overview report, the Advisory Committee was provided with details concerning the amount expended from those resources allocated for programmatic activities for the 2016/17 period (excluding activities for mine action, disarmament, demobilization and reintegration and community violence reduction programmes). The Committee was informed that, as at 31 January 2017, $7.1 million (or less than 30 per cent) had been spent from the related resources of $24.9 million approved for the period.

181. **The Advisory Committee considers that the relatively low rates of budgetary implementation in 2016/17 could be a reflection of the lack of specific policy, governance and administrative arrangements for programmatic**

activities funded from peacekeeping operations and/or the establishment of over-ambitious targets. The Advisory Committee is of the view that further analysis is required in this regard and intends to keep this matter under review.

1. Quick-impact projects

182. On the matter of quick-impact projects, which are not included in the programmatic activities described above, the Advisory Committee points out that these activities have long been considered an integral part of peacekeeping mission activity and have been affirmed by the General Assembly, in its resolution 61/276, as playing a critical role in strengthening the link between missions and local populations. In its most recent resolution on cross-cutting issues, the Assembly recognized the important role played by quick-impact projects in supporting the implementation of mission mandates and stressed the need for the timely, responsible and accountable implementation of all planned projects, and requested the Secretary-General to enhance the impact of these projects while addressing underlying challenges (resolution 70/286, para. 55). The Advisory Committee notes that $18 million is proposed for the implementation of such projects in 2017/18 in nine peacekeeping missions, as compared to $20 million for the 2016/17 period. The difference is attributable to the closing of UNOCI (A/71/809, annex II). **The Advisory Committee is of the view that quick-impact projects should be clearly distinguished from programmatic activities.**

2. Mine action activities

183. In its resolution 69/307, the General Assembly emphasized the importance of the implementation of all demining activities where specified in relevant peacekeeping operation mandates. In its resolution 70/286, the Assembly endorsed the Advisory Committee's recommendation that the Secretary-General include comprehensive information on demining activities in his subsequent overview report, including the expected outcomes, the kinds of resources required, the sources of funding and the details relating to implementing partners in each case (A/70/742, para. 163). In addition, the Assembly requested the Secretary-General to report on the application of new techniques for the detection of mines and to report thereon in his next overview report (see resolution 70/286, para. 33).

184. Information on mine action activities in peacekeeping operations is contained in the overview report (para. 192, table 17 and figure XVII). In addition, some details concerning planned activities for the 2017/18 period are contained in annex VII to the report. Mine action activities vary across missions and include actual clearance of landmines and explosive remnants of war, disposal of unsafe weapons and ammunition, mitigation of threats relating to explosive hazards, including improvised explosive devices, provision of risk-awareness training and capacity-building activities.

185. It is stated in the report that, for the 2017/18 period, the proposed resource requirements relating to mine action activities amount to $183.1 million for 10 missions, as compared to $192.8 million approved for the 2016/17 period for 11 missions. The decrease in resources is mainly attributable to a reduction in related activities in respect of UNSOS, due to the proposed consolidation of some services previously provided by the United Nations Mine Action Service, and in UNISFA, due to the implementation of revised contracts and a lower planned number of individual contractors (A/71/809, annex II, table 2). Upon request, the Advisory Committee was provided with details on the level of budgeted and actual expenditure relating to mine action activities for the last six financial periods. The Committee notes that in the 2015/16 financial period expenditure of $188 million was incurred in mine action related activities.

186. Concerning the implementation arrangements for the provision of these services, the Advisory Committee was informed, upon enquiry, that the mine action services in peacekeeping operations are implemented by the United Nations Office for Project Services (UNOPS) on behalf of the Secretariat, represented by the Mine Action Service. The services are implemented as one single project for each peacekeeping operation, on the basis of a financial agreement between the Mine Action Service and UNOPS. These agreements are governed by an umbrella memorandum of understanding between the Secretariat and UNOPS. Each project is under the oversight of the specific mission, the team deployed for its implementation being designated the "mine action component", reporting to one of the senior mission leaders in each case. The Mine Action Service is responsible for ensuring the strategic, programmatic and financial oversight of the portfolio of projects in support of peacekeeping operations. For budgetary purposes, the Advisory Committee notes that the activities are recorded under "other supplies, services and equipment" for each mission, as a single lump sum, not broken down by expenditure category.

187. The Committee was also informed that the above-mentioned memorandum of understanding defines the types of costs incurred in the implementation of the related financial agreements. For projects implemented by UNOPS on behalf of the Mine Action Service, these costs include (a) direct costs covering personnel, contracts, grants, equipment and travel costs; (b) additional costs pertaining to UNOPS support and services to the project, which are calculated as 3 per cent of the project direct costs; and (c) indirect costs covering the UNOPS management fee, which is set by the memorandum of understanding at 5 per cent of overall direct costs. Table 7 provides a breakdown of the proposed mine action costs included in the 2017/18 budget proposals, including direct and indirect costs for UNOPS fees and services.

Table 7

Breakdown of proposed mine action costs in the 2017/18 period by mission

(United States dollars)

Mission	*Project direct costs* (1)	*UNOPS support and services to the project (additional direct costs)* (2)	*UNOPS management fee (indirect costs)* (3)	*UNOPS support and management fee* (2+3)	*Total* (1+2+3)
MINURSO	3 019 140	90 574	155 486	246 060	3 265 200
MINUSCA	9 338 881	280 167	480 952	761 119	10 100 000
MINUSMA	50 855 294	1 525 658	2 619 048	4 144 706	55 000 000
UNAMID	7 625 058	228 752	392 690	621 442	8 246 500
UNFICYP	1 634 874	49 046	84 196	133 242	1 768 116
UNIFIL	1 318 773	39 563	67 917	107 480	1 426 253
UNISFA	15 915 744	477 472	819 661	1 297 133	17 212 877
UNMISS	39 596 259	1 187 888	2 039 207	3 227 095	42 823 354
MONUSCO	2 620 527	78 616	134 957	213 573	2 834 100
UNSOS	37 355 525	1 120 665	1 923 810	3 044 475	40 400 000
Total	**169 280 075**	**5 078 401**	**8 717 924**	**13 796 325**	**183 076 400**

188. **While welcoming the inclusion of some details relating to mine action activities in the overview report and while not proposing any adjustments to**

the related resource requirements at this stage, the Advisory Committee considers that more information could have been provided in terms of the management and oversight arrangements relating to the mine action components within missions, as well as the expected outcomes within each mission, specific annual targets in respect of multi-year mine action projects, justification of costs and more details relating to the services provided by UNOPS as the implementing partner.

G. Environmental management issues

189. In recent years, the subject of strengthening environmental management in peacekeeping operations has been gaining prominence. The General Assembly has provided clear direction to the Secretary-General on this matter in its last two resolutions on cross-cutting issues pertaining to peacekeeping missions (resolutions 69/307, para. 28, and 70/286, para. 31), signaling the growing focus on environmental matters in the management of peacekeeping operations. Specifically, in resolution 70/286, the General Assembly requested the Secretary-General to continue his efforts to reduce the overall environmental footprint of each peacekeeping mission, including by implementing environmentally friendly waste management and power generation systems, in full compliance with the relevant rules and regulations, including, but not limited to, the United Nations environmental and waste management policy and procedures. In addition, the Assembly endorsed the observation of the Advisory Committee in which the Committee, inter alia, looked forward to the finalization of the updated environmental management and waste management policies and indicated its expectation that the impact of those policies would be included in the next overview report, along with an update on the Rapid Environment and Climate Technical Assistance Facility project and the continuing efforts to introduce renewable energy technology alternatives in peacekeeping missions (A/70/742, para. 94).

190. The Board of Auditors, in its report on the financial statements of the United Nations peacekeeping operations for the financial period ended 30 June 2016, has made several observations and recommendations relating to environmental management and waste management in peacekeeping missions. These include the lack of environmental policies and environmental action plans in certain missions; the fact that Environmental Officer positions had not been filled in several missions; inadequate waste management practices in certain missions; and the need for predeployment training in environmental matters to be provided to uniformed personnel (A/71/5 (Vol. II), paras. 325-385).

191. In his most recent overview report, the Secretary-General indicates that the protection of the environment is one of two key issues that will enable the United Nations to ensure a responsible presence and to leave a positive legacy in host countries after the departure of a mission.[10] The Secretary-General indicates that peacekeeping missions need support to establish environmental procedures that ensure a light footprint and improve power generation, water supply, waste water treatment and waste disposal (see A/71/809, paras. 18-19). The long-term goal is to deploy responsible peacekeeping missions that achieve maximum efficiency in their use of natural resources and operate at minimum risk to people, societies and ecosystems, contributing to a positive impact on these wherever possible (ibid., para. 63).

[10] The second issue concerns measures to combat sexual exploitation and abuse, which is the subject of a separate set of proposals by the Secretary-General, on which the Advisory Committee provides observations and recommendations in its report (A/71/867).

192. Details of the different environmental initiatives under way are given in the overview report (ibid., paras. 64-68). These include (a) the establishment of a multi-year strategy to introduce a performance and risk management system with preliminary three-year objectives in relation to energy, water, waste and environmental management systems, together with performance baselines and key performance indicators, wherever possible; (b) the development of a waste management policy; (c) the formalization of the partnership with the United Nations Environment Programme (UNEP) through the implementation of the three-year Rapid Environment and Climate Technical Assistance Facility; (d) the establishment of global system contracts to enable the implementation of renewable energy initiatives, with related projects under way in certain missions; and (e) the installation of wastewater treatment facilities.

193. The Advisory Committee recognizes that achieving effective environmental management in peacekeeping operations presents technical and managerial challenges. In its own consideration of the related set of issues, the Committee confines its comments to administrative and budgetary concerns relating to (a) organizational plans and policies; (b) alternative energy projects; and (c) partnerships and resources.

1. Plans and policies

194. It is indicated in the report of the Secretary-General that a long-term strategy to reduce the environmental footprint in peacekeeping operations was launched late in 2016 by the Department of Field Support. The strategy introduces a performance and risk management system and establishes preliminary three-year objectives in relation to energy, water and wastewater, solid waste and environmental management systems. Wherever possible, performance baselines and key performance indicators have been established, applicable across all peacekeeping missions (A/71/809, para. 67). Upon request, the Advisory Committee was provided with a template for an environmental scorecard which is due to be finalized and circulated to all missions by 30 June 2017. The Committee notes that the scorecard performance is reflected in the new indicators established to track the performance of mission support components (see also paras. 55-57 above). The Committee was informed that the strategy foresees implementation over the seven-year period from January 2017 to June 2023. **The Advisory Committee looks forward to receiving an update on the implementation of the environmental scorecard across missions and trusts that the appropriate monitoring mechanisms will be established to ensure accountability and corrective action, as required.**

195. In terms of mission-specific application of organizational policy, it is indicated in the report that specific initiatives are under way to ensure the remediation of soil contamination in UNOCI and the planning of hazardous waste disposal in MINUSTAH. Upon enquiry, the Committee was informed that approximately 100 tons of contaminated soil in UNOCI sites, mostly around fuel tanks and generators, had been removed and remediated. Concerning preventive steps pertaining to soil contamination, the Advisory Committee was informed, upon enquiry, that specific measures are being promoted, such as ensuring ground covering under generator and fuel site installations, as well as the introduction of appropriate measures in transport workshops. A key performance indicator has been introduced as part of the aforementioned strategy so as to maximize the proportion of generators and fuel sites that are protected against leakages and spills. In the case of UNISFA, $345,000 is being requested to construct oil/fuel retaining structures in this regard. Regarding missions under liquidation, a lessons-learned repository is being developed into appropriate guidance. **The Advisory Committee supports all efforts under way to prevent soil contamination and to dispose of hazardous waste in full**

compliance with the "do no harm" principle advocated under the long-term environmental strategy put in place for all field missions.

196. Regarding the practice of completing environmental impact assessments in advance of planned construction projects in missions, the Committee was informed, upon enquiry, that such assessments had been undertaken prior to certain construction projects initiated in UNSOA and MINUSMA. However, the Committee was also informed that recommendations resulting from such assessments need to be practical and applicable to the peacekeeping context. In this regard, an 18-month project has been initiated to define and institutionalize an appropriate model for environmental assessment, balancing the need for better performance and damage control with the imperatives for rapid deployment, light mission support footprint and cost-efficiency. **The Advisory Committee looks forward to the completion of the methodology for the environmental impact assessments in missions that takes into account the specific context of peacekeeping operations and trusts that details thereon will be included in future overview reports.**

2. Alternative energy projects

197. It is indicated in the overview report that renewable energy projects specific to power generation have been introduced in UNMISS, UNMIK, the United Nations Logistics Base and UNFICYP, and that new proposals are being made for the 2017/18 period including in MONUSCO, UNMIK, UNAMID and UNSOS (A/71/809, para. 68). Details of related resource requirements for 2017/18 are contained in annex IV to the present report. The Committee was also informed that missions have a range of small to medium energy projects ongoing, including replacing generators, retrofitting air conditioners, shading buildings and installing solar panels. The largest ongoing project for solar power installation is under way in UNMISS, with a total investment cost of $2.5 million.

198. In this regard, the Advisory Committee was informed, upon enquiry, that a generic business case has not been developed to compare the use of local electricity grids against solar panel installations, since the availability of reliable national electrical grids is extremely limited in the majority of peacekeeping operations. Furthermore, the Committee was informed that the current peak energy capacity requirement for each mission is not currently known, since missions do not measure most of the power produced. A programme of electrical current logging will be implemented in the 2017/18 period and, in parallel, each mission will undertake an energy use assessment. This information will be used to generate mission-specific energy management plans, which will guide future investments. With regard to the development of business cases, or solar surveys, the Committee was informed that these have been developed for missions that plan to utilize solar panels on a larger scale for power generation. Such business cases are based on changes in capital investment and operational costs, but they do not include a number of ancillary, unquantifiable benefits. **The Advisory Committee notes the absence of baseline performance data with respect to the capacity and use of energy in peacekeeping missions and trusts that further actions in this regard will be taken to enable a proper analysis of the potential costs and benefits pertaining to a specific energy project prior to implementation. Comprehensive cost information pertaining to the proposed implementation of all alternative energy projects should be included in future budget proposals.**

3. Partnerships and resources

199. It is indicated in the report that the partnership with UNEP on the Rapid Environment and Climate Technical Assistance Facility was formalized in June 2016 and envisages the provision of technical assistance to the Departments of

Peacekeeping Operations and Field Support at Headquarters as well as advice to individual missions. The Facility will also temporarily strengthen the technical assistance capacity located in the United Nations Logistics Base, which is intended to play a stronger role in providing surge capacity for environmental engineering during start-up, expansion or liquidation. Related resource requirements of $1.6 million are proposed for the 2017/18 period, as compared to $2.5 million in the 2016/17 period, and will be apportioned to peacekeeping missions on a prorated basis (A/71/809, annex XI, para. 15). The Committee was informed that this cost apportionment reflects the fact that technical advice is provided on the basis of mission-specific environmental concerns. The Committee recalls that the Board of Auditors cited instances in which no technical assistance had been provided to certain missions, although payments were made for this purpose to UNEP (A/71/5 (Vol. II), para. 345). **The Advisory Committee notes that the Rapid Environment and Climate Technical Assistance Facility partnership between peacekeeping operations and UNEP has now been formalized and trusts that the arrangement will be properly overseen and monitored to ensure that the anticipated benefits are realized. The Committee looks forward to receiving an update on the initial results of this partnership in the next overview report.**

200. With regard to procurement for the equipment required to implement different environmental initiatives, the Committee was informed, upon enquiry, that missions typically acquire their goods through system contracts established by United Nations Headquarters. These include contracts for the provision of modular wastewater treatment systems, diesel generators, hybrid power systems, pole-mounted street lighting and field water and wastewater pumps.

H. Other matters

1. Technology and innovation projects

201. Information with respect to fostering technology and innovation is contained in the most recent overview report (A/71/809, paras. 89-90). Specifically, it is indicated that pilot projects have been expanded in camp protection, situational awareness, convoy protection and urban protection across MINUSMA and MINUSCA. Upon enquiry, the Advisory Committee was informed that the requirements relating to these projects for the 2017/18 period amount to $22 million and $5.7 million respectively. In addition, modular command centres are being developed to support rapid deployment of contingents and to better support interoperability of forces. In order to improve situational awareness, a peacekeeping standard incident management system enabling the collection, analysis and sharing of critical incident/event information has been deployed in eight peacekeeping missions, and deployment is planned in three more missions early in 2017. **The Advisory Committee trusts that full details pertaining to the costs of each of these initiatives will be provided to the General Assembly at the time of its consideration of the overview report.**

202. The Advisory Committee also recalls that in its resolution 70/286 (para. 52), the General Assembly requested the Secretary-General to submit a comprehensive report on the implementation to date of a low-orbit satellite telecommunication facilities pilot project (also referred to as "O3b" or "other 3 billion networks"),[11] including a thorough cost-benefit analysis and business case for future proposals, in the next overview report. The Committee recalls that the United Nations has entered

[11] O3b is a brand name/commercial provider of a satellite technology implemented to deliver access to the Internet at a lower cost per unit than other technologies.

into a short-term arrangement with O3b to pilot low-latency satellite services for a value not to exceed $24.2 million (A/70/742, para. 102).

203. Details on the implementation of this pilot project are given in the most recent overview report (A/71/809, paras. 180-190), including a description of its two phases, implementation status, forecast costs through to the end of 2016/17 and an interim assessment of the pilot. It is stated in the report that in missions where the pilot is deployed overall positive user experience has been reported together with improved productivity and systems performance. Phase 2 of the project entails the migration of enterprise applications for use over the O3b trunk, data collection, comparison and analysis, and is expected to be completed by the end of June 2017. The forecast costs for the pilot project amount to $17.8 million through to the end of the 2016/17 financial period. **The Advisory Committee is of the view that the results of this pilot project should be thoroughly assessed before a decision is taken to proceed with a broader deployment of this new technology and trusts that a comprehensive update, including details pertaining to expenditure, will be provided in the next overview report.**

2. Medical support

204. In its resolution 70/286 (para. 32), the General Assembly recognized the increasing demands and challenges of the volatile work environment faced in peacekeeping missions, and requested the Secretary-General to strengthen capacity and standards with regard to casualty response, including capacity-building, training and education, and to continue to develop innovative solutions in this regard. The overview report contains updated information concerning efforts to address medical standards and capabilities in the field (A/71/809, paras. 47-49).

205. The Advisory Committee recalls that the Board of Auditors, in its report on the financial statements for peacekeeping operations for the period ended 30 June 2016, identified a number of areas for improvement of medical services at various missions. These included deficient medical service requirements and related training, delayed delivery of medical supplies, inadequate vaccine storage practices, expiration and related write-off of drugs and medicines (A/71/5 (Vol. II), paras. 311-324).

206. Concerning the above-mentioned efforts to address medical standards and capabilities, the Committee was informed, upon enquiry, that a framework for medical standards across various levels of health care in the field and revised casualty evacuation policies are being developed. The Committee was also provided with details on some of the different initiatives that were under way and was informed that new hospital standards, together with a comprehensive casualty evacuation policy and enhanced medical training for first responders, are expected to enhance medical care. **The Advisory Committee continues to support efforts under way to improve medical standards and capabilities in the field and trusts that work will be expedited in this area and that these efforts will address the shortcomings mentioned in paragraph 205 above.**

3. Death and disability compensation

207. Details on the status of claims for death and disability compensation for 2016 are provided in the report (A/71/809, annex VI). The Secretary-General states that, as at 31 December 2016, 153 death or disability claims had been processed, and that an additional 73 claims were pending, of which 47 claims had been outstanding for more than 90 days. Updated information provided to the Advisory Committee upon request indicated that as at 23 March 2017 there were 57 claims pending for more than 90 days. These figures show an increase in the number of pending claims as

compared to the previous year when, at the same time, 40 claims were pending of which 26 claims were outstanding for more than three months (A/70/742, para. 170). **The Advisory Committee notes with concern the increase in the number of death and disability claims pending for longer than three months and recalls paragraph 25 of General Assembly resolution 66/264, in which the Assembly urged the Secretary-General to take all necessary measures to ensure the timely settlement of all such claims within three months from the date of their submission. The Committee reiterates once again the importance of efforts to address this backlog and underscores the importance of ensuring that the related interaction with Member States in connection with such claims is conducted in a timely manner.**

4. Private security contractors

208. Concerning the use of private security personnel, the Advisory Committee recalls that in 2012 a policy was promulgated on the use of armed private security companies, including related contractual and procurement requirements. In its current review of the peacekeeping operations, the Committee was provided, upon request, with updated details as to the number of guards provided under such arrangements and the cost of the related contracts. The Committee was informed that contracts totalling approximately $37 million were in place across 12 missions, with the estimated deployment of over 6,000 security guards. Details are included in annex V to the present report.

III. Conclusion

209. **With regard to the actions to be taken by the General Assembly, the Advisory Committee recommends that the General Assembly take note of the Secretary-General's report (A/71/809), subject to its observations and recommendations expressed in the present report.**

Annex I

Reports considered by the Advisory Committee on Administrative and Budgetary Questions on issues related to peacekeeping

Financial report and audited financial statements for the 12-month period from 1 July 2015 to 30 June 2016 and report of the Board of Auditors on United Nations peacekeeping operations (A/71/5 (Vol. II)), report of the Secretary-General on the implementation of the recommendations of the Board of Auditors concerning United Nations peacekeeping operations (A/71/801), and related report of the Advisory Committee (A/71/845)

Reports of the Secretary-General on the budget performance of peacekeeping operations for the period from 1 July 2015 to 30 June 2016, on proposed budgets for the period from 1 July 2017 to 30 June 2018 and on the disposition of assets, received by the Advisory Committee in advance or final form, and the related reports of the Committee, as follows:

MINURSO	A/71/639 A/71/760 A/71/760/Corr.1 A/71/836/Add.1
MINUSCA	A/71/651 A/71/819 A/71/836/Add.8
MINUSMA	A/71/690 A/71/842 A/71/836/Add.14
MINUSTAH	A/71/679 A/71/787 A/71/836/Add.12
MONUSCO	A/71/674 A/71/832 A/71/836/Add.11
UNAMID	A/71/642 A/71/775 A/71/836/Add.7
UNDOF	A/71/631 A/71/781 A/71/836/Add.2
UNFICYP	A/71/580 A/71/763 A/71/836/Add.3

UNIFIL	A/71/640 A/71/765 A/71/765/Corr.1 A/71/836/Add.5
UNISFA	A/71/624 A/71/767 A/71/836/Add.13
United Nations Logistics Base at Brindisi, Italy	A/71/689 A/71/828 A/71/836/Add.10
UNMIK	A/71/615 A/71/759 A/71/759/Corr.1 A/71/759/Corr.2 A/71/836/Add.4
UNMIL	A/71/645 A/71/847 A/71/836/Add.16
UNMISS	A/71/653 A/71/841 A/71/836/Add.15
UNOCI	A/71/732 A/71/886
UNSOS	A/71/630 A/71/788 A/71/836/Add.6
Regional Service Centre in Entebbe, Uganda	A/71/835 A/71/836/Add.9
Support account for peacekeeping operations	A/71/726 A/71/726/Add.1 A/71/806 A/71/883

Other reports of the Secretary-General concerning peacekeeping and related reports of the Advisory Committee:

Overview of the financing of the United Nations peacekeeping operations	A/71/809
Updated financial position of closed peacekeeping missions as at 30 June 2016	A/71/652 A/71/856

Special measures for protection from sexual exploitation and abuse: a new approach	A/71/818 A/71/818/Add.1 A/71/867 A/71/643

Annex II

Deductions to troop/formed police unit personnel reimbursements since the 2013/14 period

(Thousands of United States dollars)

A. Actual deductions made to reimbursements for services by troop/formed police unit personnel

Mission	*2013/14*	*2014/15*	*2015/16*	*Projected deductions 2016/17 (one quarter)*	*Total*	*Estimated deductions 2017/18*
MINUSCA	–	253.3	5 810.0	2 175.7	8 239.0	2 305.0
MINUSMA	2 884.2	13 478.5	11 168.3	11 215.4	38 746.4	11 552.4
MINUSTAH	638.7	1 370.2	861.9	304.9	3 175.7	721.8
MONUSCO	13 327.3	34 578.8	27 863.0	7 098.5	82 867.6	25 177.9
UNAMID	10 535.7	18 081.3	18 850.7	3 507.2	50 974.9	12 600.2
UNFICYP	12.5	–	–	–	12.5	–
UNIFIL	1 694.7	4 954.0	3 202.5	843.8	10 695.0	5 415.0
UNISFA	6 827.0	1 533.9	3 701.8	76.2	12 138.9	3 135.6
UNMIL	3 214.9	6 938.7	5 220.9	55.4	15 429.9	–
UNMISS	3 589.4	15 162.6	17 691.7	4 803.2	41 246.9	22 976.8
UNOCI	789.7	1 144.9	861.4	299.3	3 095.3	–
Total	**43 514.2**	**97 496.2**	**95 232.2**	**30 379.6**	**266 622.1**	**83 884.7**
Quarterly payment in which applied	September and December 2014	March, June, September and December 2015	March, June, September and December 2016	March 2017		March, June, September and December 2018

B. Reductions to mission budgets for estimated deductions

Mission	*Approved 2013/14*	*Approved 2014/15*	*Approved 2015/16*[a]	*Approved 2016/17*[a]	*Proposed 2017/18*
MINUSCA	–	–			2 305.0
MINUSMA	–	–			11 552.4
MINUSTAH	–	–			721.8
MONUSCO	–	–			25 177.9
UNAMID	–	–			12 600.2
UNFICYP	–	–			–
UNIFIL	–	–			5 415.0
UNISFA	–	–			3 135.6
UNMIL	–	–			–
UNMISS	–	–			22 976.8
UNOCI	–	–			–
Total	**–**	**–**	**70 000.0**	**95 000.0**	**83 884.7**

[a] As indicated in paragraph 43 of the report.

Annex III

Aircraft passenger utilization in peacekeeping missions, January to December 2016

Type of aircraft	*Mission*	*Type of agreement*	*Aircraft*	*Passenger capacity*	*Total passengers*	*Total sorties*	*Passengers per sortie*
FW	MINURSO	Commercial	An-26	40	5 440	1 001	5
	MINUSTAH	Commercial	B-1900D	19	1 558	171	9
	ONUCI	Commercial	B-1900D	19	9 356	1434	7
			Learjet 60	8	36	11	3
	UNAMA	Commercial	B-1900D	19	6 313	1 032	6
			Learjet 60	8	595	150	4
			HS-125	8	601	146	4
	UNAMI	Commercial	B-1900D	19	4 057	586	7
			Learjet 60	8	1 047	328	3
			HW 800XP	8	9	7	1
	UNAMID	Commercial	CRJ-200	50	13 323	455	29
			Let 410	19	9 844	1 022	10
			ATR-72	68	15 712	598	26
			B-737-400	130	53 220	602	88
	UNMIL	Commercial	B-1900D	19	1 062	229	5
			DHC-7	48	10 463	615	17
	UNOWA	Commercial	Learjet 60	8	588	280	2
	MONUSCO	Commercial	An-26	40	58	554	0
			B-1900D	19	30 529	2 741	11
			CRJ-200	50	24 242	933	26
			L-382		44	137	0
			L-100	92	5 939	772	8
			SAAB 340B	36	20 471	1 169	18
			DHC-8	37	1 337	79	17
			IL-76		76	110	1
		Military	C-130 Hercules	90	14 705	703	21
	UNISFA	Commercial	B-1900D	19	3 273	395	8
			CRJ-200	50	11 129	507	22
			DHC-8	37	3 295	306	11
	UNMISS	Commercial	An-26	40	2	581	0
			CRJ-200	50	22 932	733	31
			DHC-8	37	16 096	740	22
			Let 410	19	7 194	1 022	7
			Learjet 60	8	124	75	2
			HS-125	8	178	100	2
			L-382		22	722	0
			ATR-72	68	25 604	769	33
	UNSMIL	Commercial	B-1900D	19	1 375	163	8
			CRJ-200		1 112	103	11

Type of aircraft	*Mission*	*Type of agreement*	*Aircraft*	*Passenger capacity*	*Total passengers*	*Total sorties*	*Passengers per sortie*
	MINUSMA	Commercial	An-74	52	39 318	1 234	32
			L-382G	33	1 758	126	14
			SAAB 340B	9	23 271	1 194	19
			CL-604		1 220	194	6
		Military	CASA 295	71	7 068	252	28
			C-130 Hercules	50	14 661	454	32
			C-130 J	50	5 430	230	24
	MINUSCA	Commercial	An-74	52	16 669	1 188	14
			Let 410	19	4 317	645	7
	UNSOS	Commercial	B-737	130	28 493	609	47
		Commercial	DHC-7	48	8 285	578	14
		Commercial	DHC-8	37	20 033	702	29
		Commercial	L-382		6 009	699.55	9
RW	MINURSO	Commercial	Mi-8MTV	22	3 996	1 528	3
	MINUSTAH	Military	Mi-17	20	16 044	1 909	8
			Bell UH-1H Huey	12	1 747	1 097	2
	ONUCI	Commercial	Mi-8MTV	22	1 285	316	4
		Military	Mi-17	20	3 480	1 434	2
			Mi-24	8	2	25	0
	UNAMA	Commercial	Mi-8MTV	22	5 050	1 020	5
	UNAMID	Commercial	Mi-8MTV	22	85 308	10 284	8
	UNFICYP	Military	Bell-212	14	1 273	598	2
			H-500	3	1 335	991	1
	UNIFIL	Commercial	Mi-8MTV	22	6 290	800	8
		Military	Bell-212	20	3 340	1 130	3
	UNMIL	Commercial	Mi-8MTV	22	3 680	745	5
		Military	Mi-8MTV	22	3 320	1 072	3
	MONUSCO	Commercial	Mi-8MTV	22	26 561	4 218	6
			S-61N	30	5 276	472	11
		Military	Mi-17	22	14 248	2 206	6
			Mi-8MTV	22	12 137	2 659	5
			Oryx (Modified Puma)	16	14 513	3 121	5
			AS-330 Puma	20	6 357	2 117	3
			Bell-212	14	2 729	1 617	2
			Mi-24	8	113	811	0
			Rooivalk	0	0	552	0
	UNISFA	Commercial	Mi-8MTV	22	14 904	1 719	9
		Military	Mi-17	20	7 180	1 099	7
	UNMISS	Commercial	Mi-26	80	21	676	0
			Mi-8MTV	22	32 799	5 162	6
		Military	Mi-17	20	22 584	3 969	6
	MINUSMA	Commercial	Mi-8MTV	22	25 953	3 185	8

Type of aircraft	*Mission*	*Type of agreement*	*Aircraft*	*Passenger capacity*	*Total passengers*	*Total sorties*	*Passengers per sortie*
		Military	Mi-171	20	4 127	805	5
			AH-64	0	0	596	0
			CH 47	36	3 955	561	7
			MD-500	5	14	916	0
	MINUSCA	Commercial	Mi-8MTV	22	9 697	1 288	8
		Military	Mi-17	20	12 423	2 016	6
			Mi-35	8	152	506	0
	UNSOS	Commercial	Mi-8MTV	22	33 164	8 004	4
		Military	H-500	3	0	24	0

Abbreviations: FW, fixed wing; RW, rotary wing.

Annex IV

Cost and capacity of renewable energy systems installations in peacekeeping missions

Mission	*Capacity*	*Cost*	*Timeline*	*Included in 2017/18 budget proposal*
UNFICYP	760 kW	$2.4 million	260 kW to be installed in 2016/17; 400 kW requested in 2017/18; 100 kW to be requested in 2018/19	$1.263 million for 400 kW (Phase 2 of 3)
UNMIK	344 kW	$737,500 + freight cost	297 kW to be installed in 2016/17; 47.3 kW requested in 2017/18; project to be determined for Belgrade, to be requested in 2018/19	$167,224 + freight cost (15%) for 47.3 kW (Phase 2 of 3)
MONUSCO (for Regional Service Centre in Entebbe)	650 kW	$2.7 million	Planned 1 year from signing of project with contractor	None
UNAMID	To be determined	To be determined	Funds requested in 2017/18 to conduct feasibility and design study for El Fasher	$400,000 for feasibility and design
United Nations Logistics Base/Global Service Centre	Brindisi: 324 kW Valencia: 744 kW	€635,560	2 years from start of tender process; Valencia project completed	$430,000 for 188 kW for Brindisi
UNMISS	1 MW	At least $2.5 million	Installation commenced in the 2016/17 period	None
UNSOS	To be determined	To be determined	Installation in 2017 onwards	$1.5 million for the acquisition of batteries and cells and accessories
UNIFIL	340 kW	–	Completed	None

Annex V

Private security contractors in peacekeeping missions in 2017

Mission	*Number of security guards*	*Contract amount (United States dollars)*
UNMISS	1 444	11 055 894
MONUSCO	471	2 190 269
MONUSCO	388	1 973 328
MONUSCO	438	1 939 500
MONUSCO	129	494 109
MONUSCO	16	20 855
MINUSCA	372	770 000
MINUSCA	4	13 000
MINUSMA	580	4 671 606
MINURSO	8	65 010
UNDOF	30	345 940
UNIFIL	19	200 891
MINUSTAH	412	2 662 950
UNMIK	12	152 041
UNMIL	636	2 290 044
UNOCI	888	3 078 140
UNSOS	130	4 679 213
UNSOS	29	113 284